



City of Eudora, Kansas Economic Development Plan



February 2010 Final Draft



City of Eudora Economic Development Plan

Acknowledgements

EUDORA ECONOMIC DEVELOPMENT PLAN

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City of Eudora Economic Development Plan

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City of Eudora Economic Development Plan

Executive Summary





City of Eudora Economic Development Plan

Executive Summary

PLAN OVERVIEW

The Eudora Economic Development Plan was initiated in March 2009 to create a document and process that will guide the community in expanding its economic influence. Although initiated by the City, the Plan is a joint effort with the Eudora Chamber of Commerce and the Eudora Unified School District.

PLAN STRUCTURE

The Plan includes the following features:

- A retail market analysis that quantifies retail sales opportunities and identifies specific retail prospects for Eudora.
- A focus on three “primary target areas” in Eudora that present a variety of opportunities for growth: downtown, the Nottingham area, and East 10th Street, and
- Community-wide marketing and economic development planning strategies.
- An “Implementation Matrix” for each of the primary target areas that lists specific action steps that the City and other organizations should take to implement the goals, objectives, and policies of the plan.

PLANNING PROCESS

The planning process included the following:

- Retail Market Study
- Preliminary Site Assessments
 - Downtown Eudora
 - Nottingham School site / Church Street infill
 - East 10th Street Corridor
- Incorporation of input from previous community meetings
 - Focus Session: November 28, 2007
 - Planning Charrette: January 30, 2008
 - Community Opinion Survey: June-July 2008
 - Planning Charrette: September 30, 2008
- Interactive Website
- Planning Commission / City Council Joint Work Session: August 5, 2009
- Stakeholder Workshop: September 30, 2009
- Development of marketing strategies and materials
- City/Chamber/School District Workshop: February 3, 2010.

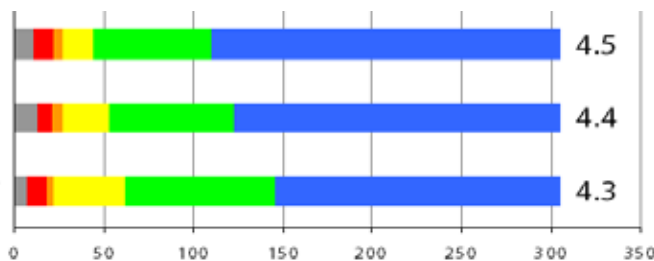
As a result of this process, the Economic Development Plan has been supported with quality public input from committed business owners and residents.



The Plan incorporates the results of previous community workshops.



The project website will become an economic development marketing tool upon completion of the Plan.



The Community Opinion Survey obtained valuable input from more than 300 community members.



Community input has been integrated with prior plans and goals to develop a guide for commercial growth.

EXISTING CONDITIONS

The Plan includes an assessment of demographic and economic information that describes Eudora's place in the regional commercial market. This analysis led to the finding of significant economic opportunity in the community.

RETAIL MARKET ANALYSIS

A detailed analysis of Eudora's place in the regional retail market reveals that the community should focus its efforts on retail categories where the city is experiencing the sales leakage and the particular industry may be seeking expansion opportunities. More specifically, there is a potential for the following:

1. With proactive marketing, the city can attain a retail pull factor of 0.38 to 0.40 (a 15 to 20 percent increase). This growth will be a combination of expansion of existing and new retail establishments.
2. New residents will also increase the demand for additional retail square footage. The primary retail market area is projected to grow by 1,429 persons by 2015 and 2,857 persons by 2020.
3. Eudora has the potential to increase its retail sales by up to \$5 million per year by 2015 and \$8 million per year by 2020, depending on the degree of aggressiveness and marketing to attract primary and secondary trade area shoppers and visitors.
4. There is a potential demand for 40,000 to 50,000 square feet of new retail space in 12 to 15 additional retail establishments by 2015 and 70,000 to 80,000 square feet by 2020.



The Retail Market Analysis (**Chapter 2**) identified the retail sectors for growth in Eudora.

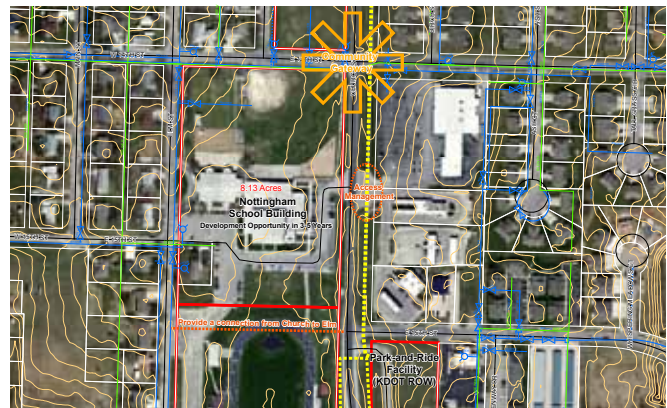
SITE ASSESSMENT

Detailed analysis of several specific sites in Eudora is an important component of the Plan. These sites are of particular importance due to their growth potential:

Downtown Eudora. The historic economic center of the community features a variety of public and private uses. Several key downtown businesses have recently moved or closed, leaving vacant buildings and less economic activity. However, new streetscape improvements and increased traffic due to a new I-70 interchange present an opportunity for redevelopment and business growth.

Nottingham School Area. This location is the primary gateway to the community for most residents and visitors and presents a variety of near- and long-term redevelopment and infill options. The future availability of the Nottingham and Laws Field sites could attract larger retailers or service businesses. Development in this area should be of high-quality and maintain ample open space and recreation opportunities.

East 10th Street Corridor. The city's eastern growth area includes Intech Business Park and undeveloped land north of 10th Street. This area of the community features larger tracts of undeveloped land and easy access to K-10 Highway. A recent traffic study for the area provides guidance for transportation and land use decisions. Marketing for development in this area should include promoting a variety of retail, office-commercial, and light industrial uses.



Each of the three Target Areas were assessed in detail (**Chapters 3, 4, and 5**).

PRIMARY RECOMMENDATIONS

Based on the desire of residents to aggressively pursue economic development in the community, the Plan sets out a range of tasks for the City to pursue economic growth.

DOWNTOWN EUDORA

1. Provide assistance to existing and potential businesses to encourage downtown revitalization. This includes providing economic assistance and incentives for downtown development.
2. Assess the feasibility of re-use of existing buildings and infill development through building inspections. Promote the re-use of buildings when feasible.
3. Keep public and institutional facilities in the downtown area, supporting the reorganization and consolidation of facilities as needed.
4. Improve multi-modal accessibility to downtown by improving wayfinding signage and providing traffic and sidewalk improvements.
5. Improve the aesthetics of downtown through additional streetscaping improvements, targeted development standards, and encouraging renovations that improve structures and property.
6. Preserve and build on Eudora's history through historic preservation and encouraging redevelopment projects to follow a historic theme.
7. Actively promote downtown as a destination for specialty shops, niche stores, and cultural activities and events.



Recommendations for downtown Eudora seek to encourage the reuse of existing buildings, provide for new development, and provide assistance to existing businesses.

NOTTINGHAM AREA

1. Ensure that this community gateway is attractive by providing landscape, facade, and signage improvements. Require high—but not overly burdensome—design standards for the development of the site.
2. Provide access to multi-modal transportation by providing a carpool parking lot, planning for a stop for K-10 bus routes, adding sidewalks throughout the area, and supporting a regional trail system.
3. Improve the transportation infrastructure and street network in the area by providing additional local street connections and working with KDOT and Douglas County on Church Street and K-10 improvements.
4. Pursue retail opportunities that are appropriate for the area and require the large tracts of land that the site offers. Market the site for larger and “mainstream” retail, as opposed to the niche specialty stores that are expected to thrive in downtown.
5. Maintain and provide for future parks and recreation opportunities in the area. Incorporate space for parks and recreation uses as a part of new development at the Nottingham and Laws Field sites.



The Nottingham school site and Laws Field present future development opportunities that could be attractive to larger retailers and boost the economic base of Eudora.

PRIMARY RECOMMENDATIONS (CONTINUED)

EAST 10TH STREET CORRIDOR

1. Target the East 10th Street corridor for larger-scale commercial and light-industrial growth.
2. Initiate 10th Street improvements, including road enhancements as recommended by the 10th Street Traffic Study and incorporating sidewalks.
3. Actively pursue an east Eudora alignment for a future K-10/I-70 connector road. Provide for safe and efficient regional traffic access to K-10 and I-70 through Eudora until the connector is built.
4. Require that development in the area provide a well-connected and multi-modal street network.
5. Consider rezoning some land along 10th Street to provide for commercial-retail development, while still providing ample space for light industrial development.
6. Apply for a Safe Routes to School grant to identify ways to improve pedestrian and bicycle safety near the elementary school.



Intech Business Park will continue to be a great location for light industrial uses, and also include opportunities for retail growth in east Eudora.

MARKETING AND DEVELOPMENT

1. Assist the Chamber of Commerce with funding for a professional position to promote economic development in Eudora.
2. Improve the city's website to better promote the city, disseminate important information, solicit feedback from citizens, and announce activities.
3. Provide for the sustainable growth of Eudora by facilitating commercial development at appropriate locations and improving community-wide infrastructure.
4. Promote the attributes of Eudora to potential residents and businesses. Coordinate this marketing effort with the school district and the chamber of commerce.
5. Improve the city's website to better promote the city, disseminate important information, solicit feedback from citizens, and announce activities.
6. Educate the public on the benefits of shopping locally and supporting local business development.
7. Continue to provide quality-of-life amenities that attract people to Eudora, including parks and recreation improvements.
8. Support local businesses and community events that create a sense of community and attract visitors.



Although not the primary focus of this Plan, economic development efforts should also focus on guiding commercial growth in appropriate areas of the community, such as at arterial street intersections in south Eudora.

MOVING FORWARD

The Plan spells out specific action steps for implementing the recommendations listed above. Cooperation between a variety of participants—the City, business owners, developers, community organizations, etc.—will be needed to realize the economic potential of Eudora.

MARKETING EUDORA

The City and community partners must aggressively market Eudora to better project its image throughout the region. This includes creating a brand that defines the spirit of the community which can be successfully used for economic development marketing activities. The Eudora brand should define what people say and think about the community.

Marketing efforts—brochures, advertisements, direct contact of prospective businesses, and website information—should include the “Eudora brand” and provide useful information about the community.

For more information, visit the Economic Development Plan section of the city’s website at www.cityofeudora.com.

PLAN IMPLEMENTATION

A framework of objectives and goals form the basis of plan implementation. Specific implementation action steps are programs, policies, and actions that the City can initiate to create or build on economic development opportunities.

These action steps are listed in **Chapter 7** of the Plan. The highest priority near-term action steps are listed below.

HIGH PRIORITY ACTION STEPS

1. Develop design guidelines and conceptual site plan for development of the Nottingham and Laws Field sites.
2. Provide matching funds for a Chamber of Commerce professional position.
3. Establish an agreement with KDOT to use right-of-way at 15th and Church for a carpool parking lot and work with Johnson County Transit to establish a bus stop at this location.
4. Establish a downtown Business Improvement District, Neighborhood Revitalization District, or enterprise zone in the downtown area to help offset investment costs and/or assess fees for common purposes.
5. Conduct building inspections of downtown buildings to determine the costs of re-use and redevelopment.
6. Upgrade the city’s website and the Chamber of Commerce website to include economic development information.
7. Facilitate the development of new school district offices (possibly combined with other uses) at the northeast corner of 10th and Main.
8. In coordination with the Chamber of Commerce, conduct meetings with contacts provided as a part of this plan.
9. Complete the Comprehensive Plan Update, based on the recommendations of this plan and of previous public involvement efforts.
10. Install wayfinding signage throughout Eudora to help visitors find downtown and important civic sites.
11. Initiate a rezoning of land along 10th Street to accommodate retail-commercial development.
12. Coordinate with regional and state partners to support an alignment of the I-70/K-10 connector route near east Eudora.



City of Eudora Economic Development Plan

Chapter One

Introduction





City of Eudora Economic Development Plan

Introduction

PLAN OVERVIEW

An economic development study should be completed to determine market strengths, weaknesses, opportunities and external threats. - City of Eudora Comprehensive Plan (2003)

The Eudora Economic Development Plan is supported by public input from committed business owners and residents. This process revealed many strengths in the Eudora community and enthusiasm for the opportunities for economic growth.

The Plan provides recommendations for public sector actions—and partnerships with the private sector and other jurisdictions and organizations—that will enable business growth throughout the community. The Plan also includes specific action steps to guide implementation of these recommendations. The recommendations of the plan will be incorporated into the city's *Comprehensive Plan Update*, which is currently under development.

The Plan focuses specifically on three areas of Eudora that have been identified for economic development opportunities:

- Downtown Eudora (Chapter 3)
- Nottingham School site / Church Street infill (Chapter 4)
- East 10th Street Corridor (Chapter 5)

These locations present a variety of opportunities for growth, each offering unique strengths that are attractive to certain commercial and industrial sectors. Downtown, for example, offers existing buildings and infrastructure in a pedestrian-friendly environment with access to many community services and amenities. East Eudora, by contrast, offers large amounts of available land and access to K-10 Highway.

The planning process consisted of the tasks—initiated in early 2009—described on the following pages.



CPA Park in Downtown Eudora

PLANNING BACKGROUND AND EXISTING CONDITIONS

The BWR Team assessed existing demographic and economic data; this analysis formed the base of the remainder of the study. Eudora's recent population growth, and its expected continued growth, creates a base market for businesses in the community.

In addition to the City of Eudora Comprehensive Plan (2003), a number of other plans and studies in Douglas County and in the surrounding region also will affect the future of the community. The impact of the city's zoning and subdivision regulations are also factored into this study.

RETAIL MARKET ANALYSIS

A retail market study for Eudora (Ref. Chapter 2), identifies and targets retail prospects by product and market type. The study quantifies local and regional market absorption rates and demand for commercial growth in general for Eudora. This information was utilized throughout the planning process and will continue to be an important base of information during the implementation of the Plan. The retail market analysis consists of the following:

- Retail supply and demand market analysis, including area pull factors, tax rates, and other factors influencing the local market.
- Identify national and regional retail marketing prospects, and appropriate locations in Eudora.
- Project the land use impact on the community and the number of new establishments that can be expected.
- Integrate market information with the site assessment process and marketing materials.
- Meetings with initial marketing opportunities, in coordination with the City.

SITE ANALYSIS

Based on the initial feedback with city staff and elected and appointed officials, the Economic Development Plan focuses specifically on downtown Eudora, the Nottingham School site and surrounding area, and the East 10th Street corridor.

These locations present a variety of opportunities for growth, each offering unique strengths that are attractive to certain commercial and industrial sectors. The attributes and weaknesses of developable areas within each of these areas are analyzed in detail, to provide a guide for marketing efforts and public infrastructure needs at each location.

PUBLIC INPUT

BWR facilitated a series of workshops for input from key stakeholders and coordination with City staff and elected/appointed officials, for providing direction and vision to the economic development process.

Strategy Meetings. In addition to ongoing coordination and feedback, the planning process included:

- A joint City Council / Planning Commission / City Staff work session (August 5, 2009) to build on the retail market analysis and site assessment information. This work session provided a guide for the Stakeholder workshop and the eventual recommendations of the Plan.
- A strategy meeting with City staff to review the recommendations of the Plan and outline and prioritize implementation action steps.

Stakeholder Workshop. This September 30, 2009 workshop invited the public—consisting of business owners, institutional partners, and interested residents—created a mechanism for a public involvement process to educate participants and build support for strategic implementation. The quality feedback obtained from this forum built on the retail market and site analysis information, which were also presented at the meeting.

MARKETING AND DEVELOPMENT

As a way to both promote the attributes of the Primary Target Areas and also to boost economic development citywide, a primary function of the Plan is to provide useful information to potential businesses and developers. In addition, the Stakeholder Workshop included a brainstorming session on marketing efforts, which included an assessment of what makes Eudora an attractive place to live and to do business.

Specific marketing materials created by the Plan include:

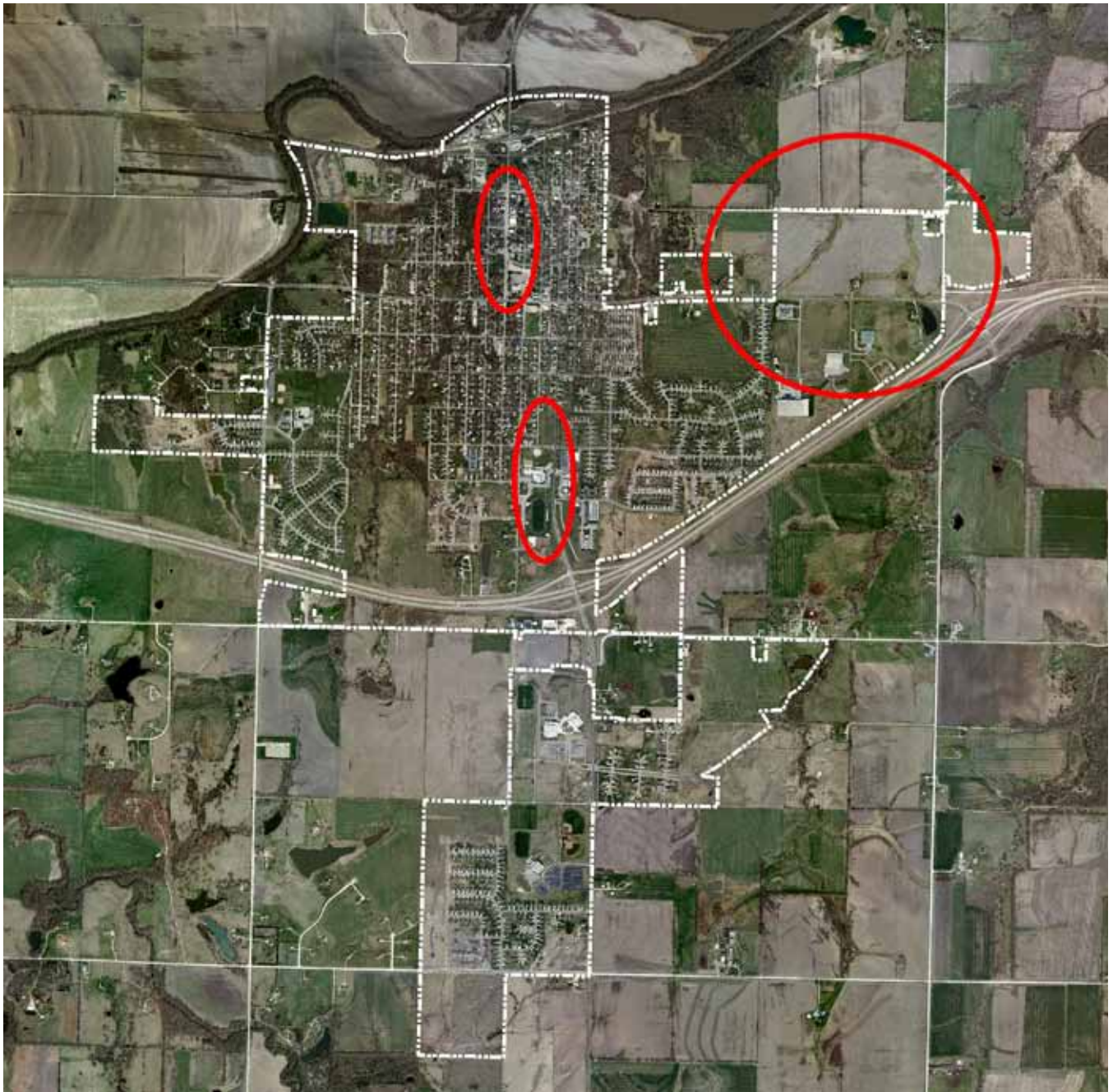
- Brochures/mailings and other materials to promote targeted sites for appropriate development
- A contact list for decision-makers of prospective businesses

The BWR Team will also make initial contacts with the top prospective marketing opportunities, coordinating our contacts with City representatives as appropriate on a case by case basis.

Project Website. In support of the Plan, BWR created a website to allow public access to current information, graphics, meeting notices, and documents. The website also provided an additional opportunity for direct citizen

feedback. After completion of the Plan, the website can be utilized by the City to display site-specific information and marketing materials to potential businesses and developers.

Figure 1.1: Eudora Economic Development Primary Target Areas



Although the “Primary Target Areas” are the focus of the site assessments and specific target marketing efforts, the Plan provides action steps for community-wide development, such as marketing and promotional efforts that will benefit the economic well-being of the entire community.

PLANNING BACKGROUND

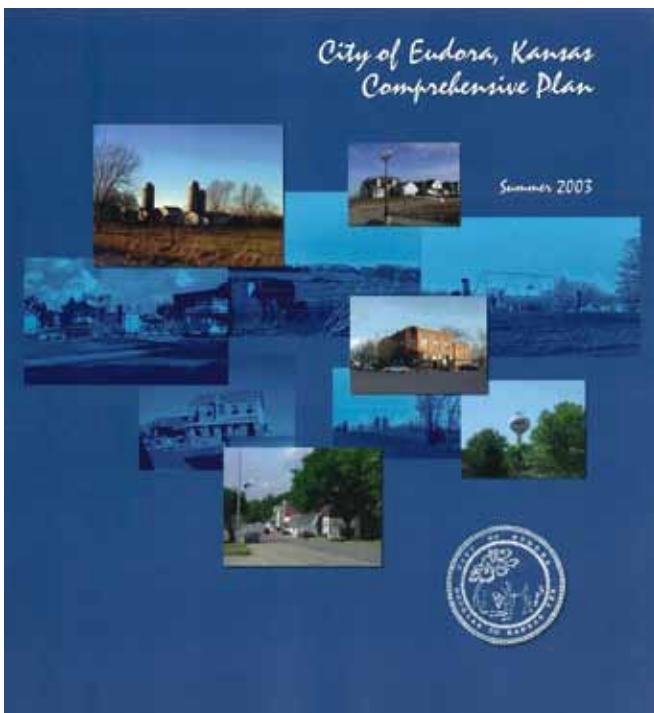
The City of Eudora's economic development planning efforts is supported by the 2003 Comprehensive Plan and by public support. The Comprehensive Plan, the city's zoning and subdivision regulations, previous public involvement efforts including the 2008 Community Opinion Survey, and Plans and reports from other organizations and jurisdictions have all been considered in the formulation of this Plan.

COMPREHENSIVE PLAN

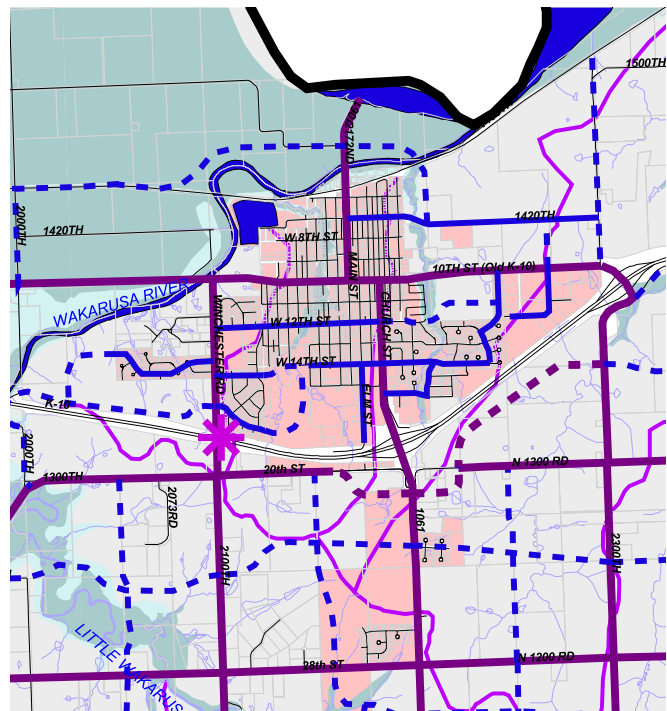
The adopted Comprehensive Plan outlined the following goals, objectives, and action steps that support economic development planning in the community:

- Goal: Provide for a variety of uses, services and retail outlets which are convenient and attractive to consumers in order to strengthen the community's economic base.
- Objective: Promote development of new business and institutions as well as retention and expansion of existing establishments to meet the demand for local goods, services and employment opportunities.
- Action: Proactively foster and promote development opportunities to meet local niches and fill market voids.
- Action: Update the City's economic profile and actively market infill, reuse and new development opportunities in Eudora.
- Action: Partner with property owners to develop conceptual plans to market new and infill development opportunities and proactively identify resolutions to particular development challenges.
- Action: Develop and implement a market assessment for Eudora, identifying market strengths, weaknesses, opportunities, and target businesses.

In addition to these supportive goals and actions, the Comprehensive Plan's land use and development guidance provided a base for many of the analyses and recommendations included in this Economic Development Plan.



Eudora's Comprehensive Plan was adopted in 2003.



The Street Network Map (2003) provides a guide to the appropriate location of future arterial and collector streets.

PREVIOUS PUBLIC INVOLVEMENT EFFORTS

Community Visioning Workshops. Input from public workshops in 2007 and 2008 conducted in support of a Comprehensive Plan Update further underscored the need for economic development planning. Groups of interested citizens formed consensus on many subjects and also contributed unique viewpoints and innovative ideas.

Citizens provided ideas for future land uses throughout the community, listed the most needed transportation improvements, and economic development initiatives.

Community Opinion Survey. More than 300 Eudora households responded to the survey in the summer of 2008. Respondents overwhelmingly expressed support for the City taking a proactive approach to economic development, encouraging community revitalization, and promoting growth along K-10 highway.

The lack of shopping options and a diverse economic base were the most common concerns among survey respondents.

The results of each of these efforts were incorporated into each phase of the development of the Economic Development Plan.

	No Opinion	Strongly Disagree	Mildly Disagree	Neutral	Mildly Agree	Strongly Agree	
1)	N	1	2	3	4	5	Our community is attractive to outside investors and developers.
2)	N	1	2	3	4	5	Overall, development in Eudora has been orderly and attractive.
3)	N	1	2	3	4	5	The City's maintenance of streets has been adequate.
4)	N	1	2	3	4	5	The City takes an active role in improving the aesthetics of the city.
5)	N	1	2	3	4	5	Our City's economic future is sound.
6)	N	1	2	3	4	5	Our local fire department responds quickly to emergency calls.
7)	N	1	2	3	4	5	The City's water system is of high quality.
8)	N	1	2	3	4	5	The City's wastewater system is of high quality.
9)	N	1	2	3	4	5	The existing solid waste collection services that Eudora residents receive are adequate.
10)	N	1	2	3	4	5	Our City taxes are reasonable for the services provided.
11)	N	1	2	3	4	5	Our City offers an adequate variety of recreational programs for residents.
12)	N	1	2	3	4	5	Our transportation system (streets, bridges, etc.) adequately meets the needs of the community.
13)	N	1	2	3	4	5	Our City governing body provides good leadership for the community.
14)	N	1	2	3	4	5	Our City is active in working with the business community in economic development.
15)	N	1	2	3	4	5	Our City works well with other communities and Douglas County on municipal problems.

The 2008 Community Opinion Survey obtained useful feedback from over 300 Eudora residents.

OTHER PLANS AND STUDIES

A variety of other planning efforts along the K-10 corridor and in Douglas, Leavenworth, and Johnson counties will impact the development of Eudora. A review of these plans and studies included:

- 10th Street (CR 442) Traffic Study (2007, City of Eudora)
- CR 1061/Main Street Study (2009, City of Eudora and Douglas County)
- K-10 Transportation Study (2005, KDOT, MARC, Lawrence-Douglas County MPO)
- Transportation 2030 (Lawrence-Douglas County MPO)
- K-10 Corridor Study Update (2004, Douglas and Johnson counties)
- K-10 Design Guidelines and Natural Areas Inventory (K-10 Association)
- K-10 SmartTrail (2003, MARC, K-10 Association)
- 5-County Regional Study (ongoing, KDOT, area cities and counties)
- New I-70 Interchange Impact Study (2006, City of Tonganoxie, Leavenworth County)



K-10 Corridor Study Update

Growing Communities
Working Together

CR 1061/MAIN STREET STUDY

The Economic Development Plan incorporates goals from other important plans in the region.

EXISTING CONDITIONS

Eudora's existing population characteristics and development patterns shape the retail growth opportunities in the community.

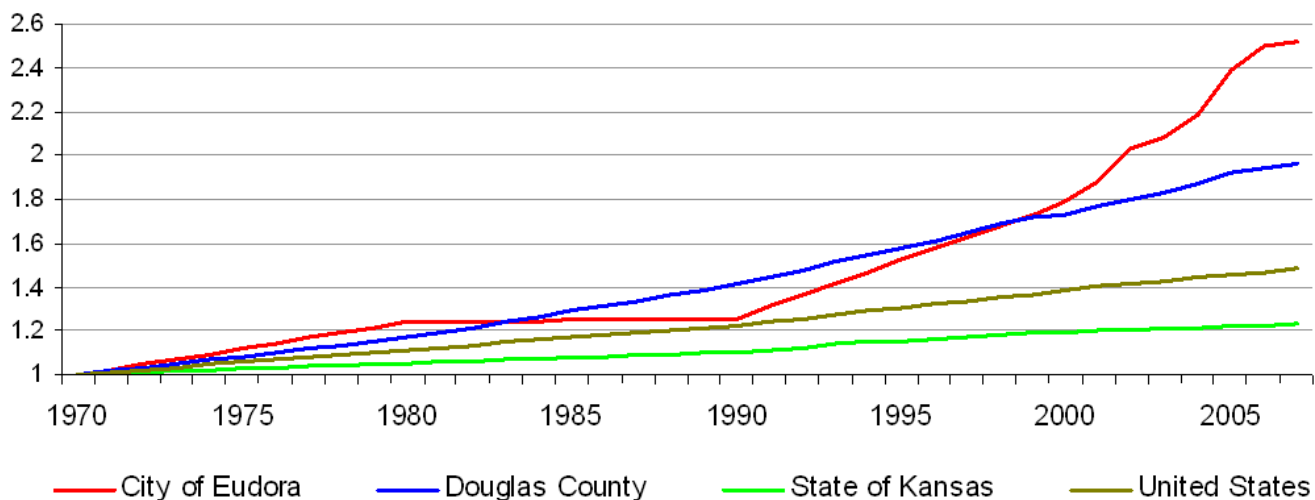
POPULATION GROWTH

As of 2007, Eudora had an estimated population of 6,077 people. This represents growth of 41 percent since the 2000 Census, which counted 4,307 people in Eudora. In fact, of the 98 cities in Kansas that had populations of between 2,000 and 15,000 people (Second Class cities, KSA) in the 2000 Census, only seven grew at a faster rate than Eudora from 2000 to 2007. Of these seven cities, five are within 30 miles of Eudora, indicating that small cities in the region have the capability of high growth. Eudora is also in the second fastest growing county in Kansas, and within a mile of the fastest growing county.

Even dating back to the 1990 Census, Eudora has grown at a much faster rate than the state and also compared to the county and to other cities in the high growth three-county region.

In sum, Eudora has experienced rapid growth in the past couple of decades, and is in a high growth region. Because of this growth, demographic changes are occurring rapidly. Tracking these changes and determining the implications and opportunities will be important for the success of Eudora.

Figure 1.2: Population Growth Index



Note: The population growth index measures the percentage growth in a population over time.

EXISTING DEVELOPMENT

While Eudora has seen dramatic population growth in the past two decades, commercial growth has not occurred at a similar pace due to larger markets in the region.

Commercial Development. Currently, nearly all of Eudora's retail businesses can be found in:

- Main Street between 7th and 9th streets (Downtown)
- Along 10th Street (Old K-10 Highway) in the city's core
- Church Street between 14th and 15th Streets and east one block along 15th.
- West 20th Street south of K-10 Highway

Although extensive residential development has occurred south of 20th Street, there has been no commercial development in this area, although the northwest corner of the Church and 28th street intersection is zoned Commercial.

Residential Development. Eudora has experienced large residential growth since 1990, with new subdivisions on the east, west, and south fringes of the city. New elementary, middle, and high schools have anchored this residential growth. This growth has made Eudora one of the fastest-growing cities in the region. Most of this growth is single-family detached residences, although a number of duplexes have been built throughout the city.

Transportation Links. Eudora's location along K-10 Highway provides excellent access to Lawrence and to the Kansas City metropolitan area. 10th Street is Old K-10 Highway and is the primary arterial street within the community core and connects to Lawrence. Church Street is the major north-south arterial street within Eudora, and Main Street connects to County Road 1 in Leavenworth County, with a new interchange at I-70. Winchester, 12th, 14th, and Elm streets are important collector streets north of K-10. South of K-10, 20th and 28th streets are the primary east-west arterials. The Transportation component of the Comprehensive Plan provides a guide for future arterial and collector streets as growth occurs.

Quality-of-Life Factors. Good schools, a community center, parks and recreation opportunities, a friendly small-town atmosphere, and community events throughout the year all contribute to a high quality-of-life in Eudora. While the proximity to large commercial centers creates a challenge for local business prospects, it allows Eudora residents to have access to a variety of goods and services.



New residential subdivisions in south Eudora have contributed to the city's rapid growth and created new market opportunities.

IMPLEMENTATION OF THE PLAN

Goals, objectives and policies are outlined for each of the following chapters:

- Chapter 3: Downtown Eudora
- Chapter 4: Nottingham Area
- Chapter 5: East Eudora
- Chapter 6: Communitywide Development and Marketing

Specific policies within each of these chapters focus on ways that the City of Eudora can facilitate economic growth. Policies include direct City action, coordination with other jurisdictions and organizations, and support or encouragement of certain actions.

Chapter 7 includes an “Implementation Matrix” for each of the topics listed above. Each matrix lists specific action steps that the City should take to implement the goals, objectives, and policies of the plan.

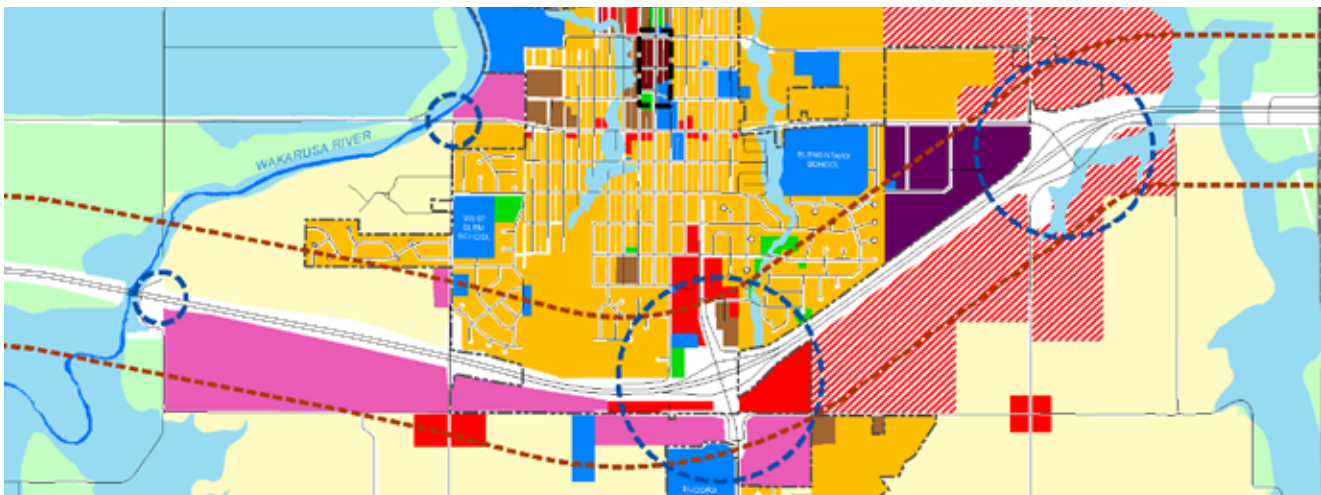
HOW THE PLAN IS USED

The Plan—with the support of input from residents and business-owners—will be the City’s guide for economic development decision-making and for the creation of programs and initiatives to improve Eudora’s commercial market. The Plan presents a framework for marketing community attributes, promoting specific development opportunities in appropriate locations, and providing information to potential businesses and developers.

COMPREHENSIVE PLAN UPDATE

The City of Eudora Economic Development Plan will be incorporated into an update of the city’s Comprehensive Plan. The Comprehensive Plan is the official policy guide for growth and development of the City of Eudora. It includes issues and policies reflecting the City’s overall direction when planning for growth. The Plan also presents recommendations for how to implement the policies.

The Comprehensive Plan is also the legal framework on which the City’s zoning and subdivision regulations are enacted and amended by the City Council upon recommendation from the Planning Commission. These regulatory ordinances shape the location, type, quality, and range of the City’s physical development.



The Land Use element of the Comprehensive Plan (currently under development) will be updated based on community input and the recommendations of the Economic Development Plan.

Chapter Two

Retail Market Analysis





City of Eudora Economic Development Plan

Retail Market Analysis

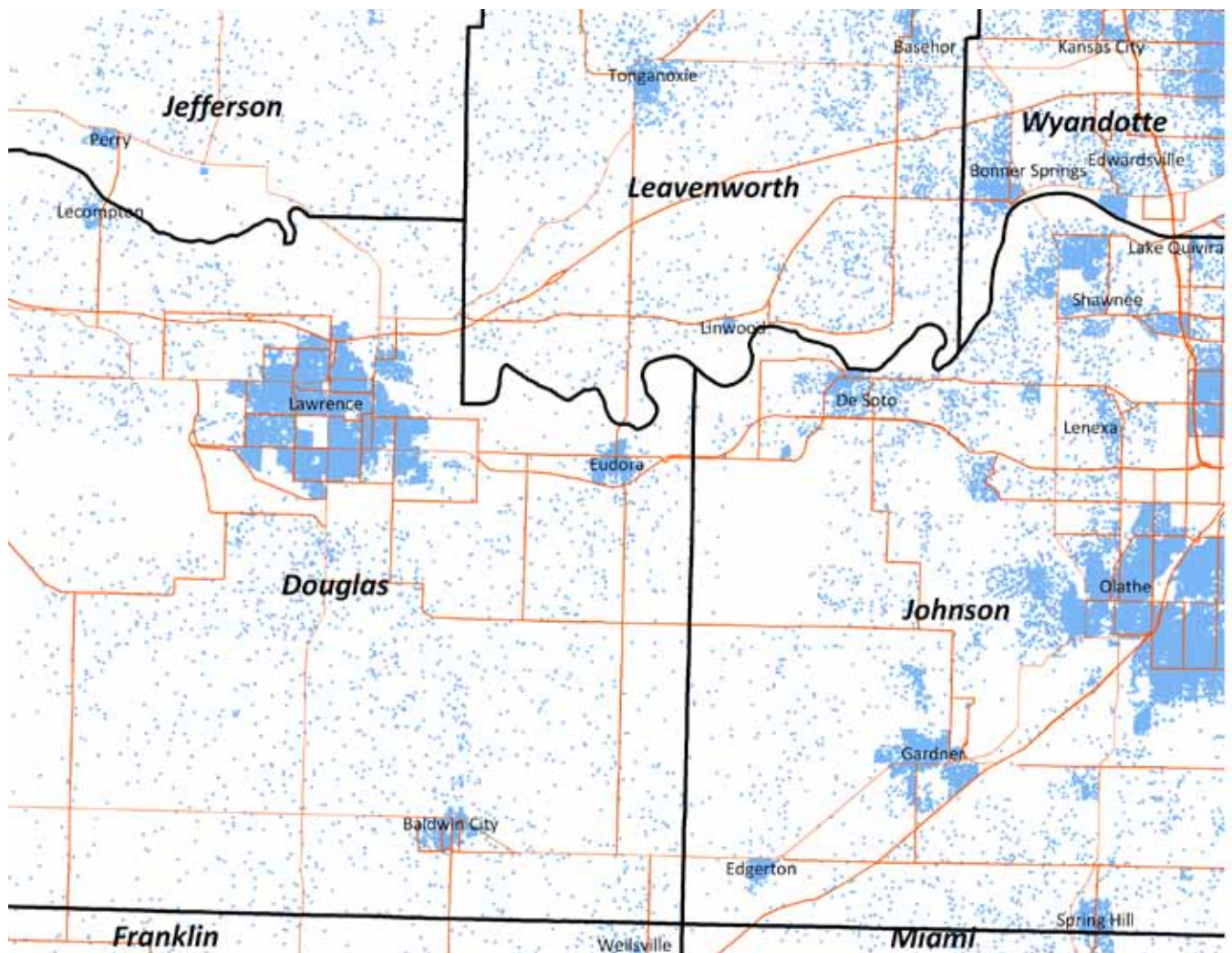
EUDORA AND THE REGIONAL MARKET

Eudora is situated in the northeast corner of Douglas County, within 10 minutes from Lawrence and from the western edge of the Kansas City metropolitan area. Johnson County dominates the regional market and Lawrence is also a strong economic center for the area. Recent regional retail development in western Wyandotte County also impacts the Eudora market. These larger markets are able to attract and retain certain large-scale commercial development that Eudora will likely not be able to attract. However, Eudora has significant opportunities for economic development

by targeting the appropriate sectors and by marketing the benefits of locations within Eudora.

Eudora's population has grown substantially in recent decades, along with the surrounding Douglas-Johnson-Leavenworth region. Eudora grew from a population of 3,032 in 1990 to 4,307 in 2000, and as of 2008 had an estimated population of 6,226. Eudora has more than doubled its population in the past two decades. This growth represents an increasing customer base for businesses in Eudora.

Figure 2.1: Eudora Area Population Dot Density Map (Census 2000, by Census Block)



Note: The number of dots represents the population in each Census block.

RETAIL STRENGTHS & WEAKNESSES

EUDORA RETAIL STRENGTHS

The City of Eudora has numerous retail strengths, these include:

- Growing population and number of households indicates an expanding market
- Increasing traffic counts (along K-10, within city and north to Leavenworth County) mirrors population and employment growth in area
- Visible recent public investment in Downtown infrastructure and new public schools (plus pending LMH building) reflects a progressive community
- Eudora has the lowest sales tax rate among cities in Lawrence or nearby Johnson County but 4th highest property tax rate (See Table 2.1: “Area Cities Sales Tax and Property Tax Rates”)
- Potential relocation of the Post Office presents an infill opportunity in Downtown
- Opportunities to build on Downtown streetscape improvements
- The city has long cooperated with willing partners, including:
 - Downtown property owners: for buying/ assembling parcels, such as on east side of Main Street north of fire station

Table 2.1: Area Cities Sales Tax and Property Tax Rates

City	Ranking / Sales Tax Rate		Ranking / Total Mill Levy (2008)	
Eudora	1st	7.30%	4th	130.102
Baldwin City	2 nd	7.30%	3 rd	127.827
Lawrence	3 rd	7.85%	1 st	118.366
Tonganoxie	4 th	8.05%	2 nd	123.750
De Soto	5 th	8.275%	5 th	136.294

Source: Kansas Department of Revenue; Douglas and Johnson Counties Appraiser's Office.

Table 2.2: Area Cities Retail Pull Factors (2005)

City	County	2005 City Population	City Retail Pull Factor
Bonner Springs	Wyandotte	6,942	1.79
Ottawa	Franklin	12,597	1.38
Lawrence	Douglas	89,852	1.11
Tonganoxie	Leavenworth	3,774	0.91
Baldwin City	Douglas	3,764	0.61
DeSoto	Johnson	5,170	0.39
EUDORA	Douglas	5,284	0.33

Source: U.S. Census; Kansas Department of Revenue.

Table 2.3: Preliminary Assessment of Eudora Retail Sites



Planned Site	Main Street, Downtown Eudora	West Side of Church Street / N. of K-10	East Eudora, N. 1400 Road
Retail Strengths	<ul style="list-style-type: none"> • New and attractive streetscape improvements • Presence of existing destination retailers 	<ul style="list-style-type: none"> • Largest potential site • Central location in city • Highest traffic volume of three sites • Size offers ability to create unique design • Size offers opportunity to accommodate regional and/or national tenants 	<ul style="list-style-type: none"> • Good visibility from K-10 traffic heading west • Potential use of existing water feature in site plan • Easy access for Intech Business Park employees
Retail Weaknesses	<ul style="list-style-type: none"> • Limited parcel sizes (width and depth) • Limited number of buildings • Least visibility of 3 potential sites • Cost to remove and/or refurbish older buildings 	<ul style="list-style-type: none"> • Uncertain timing and availability of site(s) • Existing plan for office at NW corner of Church & 14th Streets could preclude retail 	<ul style="list-style-type: none"> • Existing competition to the west (Church Street) and east (De Soto-Lexington Avenue) • Lack of direct vehicle access
Related Factors / Opportunities	<ul style="list-style-type: none"> • Potential for mixed use in-fill or non-retail occupants on upper levels • Incentives to convert and/or relocate ground floor non-retail businesses 	<ul style="list-style-type: none"> • New development may stimulate remodeling of commercial on east side of Church Street • Enhance commercial gateway for community • Future opportunity to be served by regional public transit 	<ul style="list-style-type: none"> • Future business park employment can enhance site's appeal & customers • Use of T.I.F. District can enhance project feasibility
<u>Preliminary</u> Target Retail Market(s) (a)	Specialty Retail	Community Shopping Center	Highway Commercial / Neighborhood Commercial
Most Common Retail Uses Found within Market Niche (b)	<ul style="list-style-type: none"> • Cards and gifts shop • Decorative accessories • Jewelry store • Pet shop • Cosmetic store 	<ul style="list-style-type: none"> • Supermarket • Discount department store • Restaurant with liquor • Hair salon • Offices (other than financial) 	<p>Highway Commercial:</p> <ul style="list-style-type: none"> • Convenience store <p>Neighborhood Commercial:</p> <ul style="list-style-type: none"> • Restaurant with liquor • Personal services (salon, tanning, nails, etc.)

(a) Subject to analysis of Eudora retail sales collection data and determination of amount of potential building square footage(s)

(b) Source: Urban Land Institute Dollars & Cents of Shopping Centers

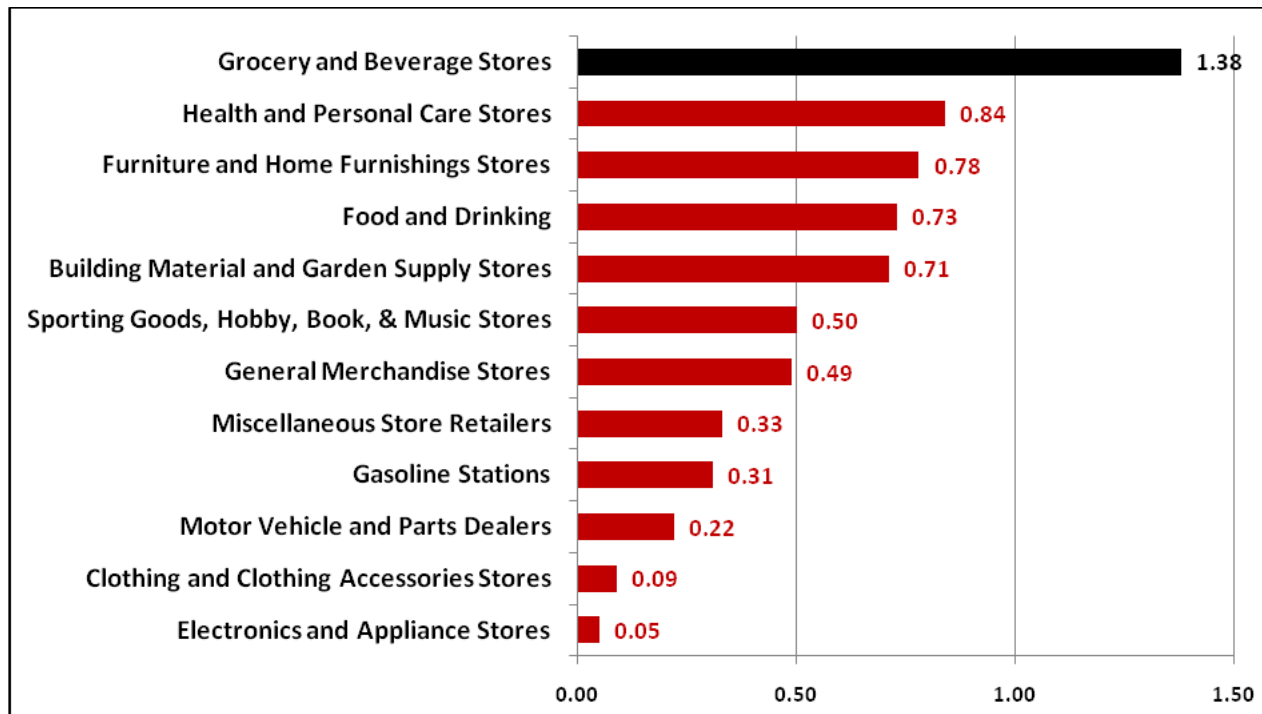
- Eudora School District: to plan for and implement redevelopment of school site—if not immediate, then longer term
- Douglas County: to invest in East 10th Street Corridor/East 7th Street Parallel Corridor to accommodate near-term, interim bypass traffic from the new KTA interchange north of Eudora at I-70 linking south to K-10 through the City
- KDOT: to facilitate innovative use of K-10 right-of-way, as evidenced by the softball field at the Church Street interchange.

EUDORA RETAIL WEAKNESSES

The city's retail weaknesses may be summarized as follows:

- Proximity to Lawrence's retail market selection (and Johnson County retail market to the east) provides important competition
- Outward commute for employment by residents lowers daytime population and impacts demand
- Limited size of shovel-ready retail sites hampers short-term recruitment efforts
- Significant retail sales leakage reflects underserved market (See **Table 2.2: "Area Retail Pull Factors"**)
- KDOT right-of-way intrusion into Church Street frontage, although this could possibly turn into a strength (e.g. use of the right-of-way as a park-and-ride lot)
- Small Downtown retail core to build on, both businesswise and economically

Figure 2.2: City of Eudora 2008 Pull Factor by Retail Category



Source: Kansas Department of Revenue; Richard Caplan & Associates.

RETAIL SALES LEAKAGE

An assessment of sales leakage in Eudora by major retail reporting category is the first step in identifying where retail growth opportunities should be targeted. To determine the potential targets for Eudora to expand its retail base, the BWR team performed an analysis of the pull factor for retail sales by store category. This analysis is based on sales tax data reported by Eudora's businesses to the Kansas Department of Revenue. A pull factor of above 1.00 for a category indicates that the city is attracting business in that particular area, while one that is below 1.00 indicates that the community is losing sales in that retail group to other places.

An analysis has been performed on Eudora's sales by 13 major retail reporting categories and compared to statewide per capita sales figures. (See **Figure 2.2**: "City of Eudora 2008 Pull Factor by Retail Category.") In order to expand Eudora's retail base, Eudora should focus its efforts on uses within those retail sales reporting categories where the city is experiencing the sales leakage and the particular industry may be seeking expansion opportunities. Certain industries,

such as new automobile sales, will continue to be served by larger communities.

Eudora has the potential to increase its retail potential by capturing sales leakage, through continuing population and employment growth and the city's willingness to enhance its community marketing efforts and accommodate new commercial construction. The following **Table 2.4** (Potential Annual Retail Sales by Type 2008) identifies the potential retail sales, actual retail sales based on the amount of sales leakage experienced in Eudora in 2008.

Expanding the city's retail may be accommodated by a combination of existing and attracting new businesses. In Eudora, this potential will also be influenced by the ability of existing businesses to expand (in Downtown) and the ability to provide adequate commercial sites for new construction.

Table 2.4: Potential Annual Retail Sales by Type 2008

Retail Category	Potential Sales	Actual Sales 2008	Surplus / (Leakage)
Grocery and Beverage Stores	\$2,194,542	\$ 3,028,468	\$833,926
Health and Personal Care Stores	\$ 274,303	\$ 230,415	(\$43,888)
Furniture and Home Furnishings Stores	\$ 768,843	\$ 599,697	(\$169,146)
Food and Drinking Establishments	\$3,051,146	\$ 2,227,337	(\$823,809)
Building Material and Garden Supplies	\$1,741,135	\$ 1,236,206	(\$504,929)
Sporting Goods, Hobby, Books, & Music	\$ 565,131	\$ 282,566	(\$282,565)
General Merchandise Stores	\$4,595,566	\$ 2,251,827	(\$2,343,739)
Miscellaneous Store Retailers	\$ 704,230	\$ 232,396	(\$471,834)
Motor Vehicle and Parts Dealers	\$3,670,750	\$ 807,565	(\$2,863,185)
Clothing and Clothing Accessories	\$ 813,626	\$ 73,226	(\$740,400)
Electronics and Appliance Stores	\$ 592,075	\$ 29,604	(\$562,471)
Total Retail	\$18,971,347	\$10,999,306	(\$7,972,041)

Source: Kansas Department of Revenue; Richard Caplan & Associates.

Note: This table represents the general magnitude of future sales potential for each sector for planning purposes only. It is not intended to predict actual future sales.

IDENTIFICATION OF RETAIL OPPORTUNITIES

Eudora has several important characteristics that will enable the city to attract and accommodate more retail development and activity. This conclusion is based on the findings and economic conditions described in previous phases of this plan as well as Eudora's recent and projected residential growth. In contrast to other comparably sized northeast Kansas cities, Eudora offers many strengths including:

- a growing population;
- availability of infrastructure to accommodate new growth;
- a central location on K-10 highway and newly signed access from I-70;
- a favorable business climate – including a pro-active City Council and Eudora Chamber of Commerce;
- lower local sales tax rate than other nearby cities.

The Eudora City Council and other local officials are committed to enhancing the community and making it more livable and attractive for residents. Recent and highly visible capital investments such as a new elementary school, new Downtown sidewalks and other amenities and a new municipal swimming pool complex have all led to a higher quality of life for Eudora citizens. Increased retail opportunities will complement these efforts. Such retail demand and new development will be influenced by several factors:

- Target marketing where there is retail sales leakage in Eudora.
- Projected population growth in the city and surrounding market area.
- Income growth.

Eudora has the potential to increase its retail capture rate by as much as \$5 million in additional retail sales by 2015. This projection expects the city's continued population, employment and housing growth to resume and that Eudora upgrades its community marketing efforts and openly welcomes new commercial construction. With proactive marketing, it may be possible to routinely increase the city's capture rate by approximately 15 to 20 percent from a retail pull factor of 0.33 to an average annual pull factor of 0.38 to 0.40. This increase will place Eudora's retail capture rate on par with the City of De Soto whose retail pull factor as reported by the State of Kansas Department of Revenue is 0.39. This potential increase for Eudora will be a combination of expansion of existing and new retail establishments.

New residents will also increase the demand for additional retail square footage. The primary retail market area is projected to grow by 1,429 persons by 2015 and 2,857 persons by 2020. (See Table 2.5 "Eudora Primary Market Area Population Projections 2000 – 2020.") The city's primary retail market area also includes more than 1,500 persons residing in Eudora ZIP Code 66025 but not counted in the city's official population. It is reasonable to conclude that these residents shop in Eudora with the same pattern as city residents.

Table 2.5: Eudora Primary Market Area Population Projections

Primary Market Area	Actual 2000	Actual 2008	Est. 2015	Est. 2020	Net Change 2008-2015	Net Change 2008-2020
City of Eudora	4,307	6,226	7,639	9,051	1,413	2,825
Balance of 66025 (a)	1,508	1,528	1,544	1,560	16	32
Total Population	5,815	7,754	9,183	10,611	1,429	2,857

(a) Projections for unincorporated Eudora since 2000 conservatively assume one new residential unit is constructed and occupied annually in unincorporated area.

Source: U.S. Census; City of Eudora Comprehensive Plan

Therefore, total retail sales of approximately \$5 million by 2015 are projected as a result of the city's population growth. The combined projected annual sales in the next five years for each major retail category presented from an increased capture resulting in a 0.40 pull factor and population growth in Table 2.6: "Net Total Sales Increase Potential 2015 – 2020" is based on 2008 per capita sales in Eudora. These retail sales projections incorporate Eudora's prevailing average household income and employment levels as currently reported. These projections also recognize that Lawrence will continue to successfully attract many Eudora residents for a majority of major retail purchases.

The total retail sales potential may be accommodated by a combination of expanding existing and attracting new businesses. These figures will also be influenced by the ability of existing businesses to expand as well occupying existing vacant space in Downtown Eudora.

Based on market area retail industry average sales per square foot and adjustments for local market conditions, it is estimated that there is a potential demand for Eudora to reasonably support approximately 40,000 to 50,000 square feet of new retail space in 12 to 15 additional retail establishments by 2015 and 70,000 to 80,000 square feet by 2020. These square footage projections consider that there may be one or two non-retail users (an insurance agency, dental office, etc.) among the new retail centers.

Table 2.6: Net Total Sales Increase Potential 2015-2020

Major Retail Category	Increased Sales Captured from Existing Residents	By 2015		By 2020	
		PLUS 1,429 New Resident's Sales	TOTAL SALES POTENTIAL	PLUS 2,857 New Resident's Sales	TOTAL SALES POTENTIAL
Grocery and Beverage	\$0	\$765,345	\$765,345	\$1,530,155	\$1,530,155
Health and Personal Care	\$57,604	\$66,170	\$123,774	\$132,294	\$189,898
Furniture and Home Furnishings	\$119,939	\$165,331	\$285,271	\$330,547	\$450,486
Food and Drinking Establishments	\$556,834	\$639,643	\$1,196,477	\$1,278,839	\$1,835,673
Building Material and Garden Supply	\$247,241	\$340,811	\$588,052	\$681,384	\$928,625
Sporting Goods, Hobby, Book, & Music	\$56,513	\$77,901	\$134,414	\$155,747	\$212,260
General Merchandise	\$450,365	\$620,809	\$1,071,175	\$1,241,184	\$1,691,549
Miscellaneous Store Retailers	\$58,099	\$66,739	\$124,838	\$133,432	\$191,530
Motor Vehicle and Parts Dealers	\$266,496	\$246,758	\$513,254	\$493,343	\$759,839
Clothing and Clothing Accessories	\$54,920	\$29,440	\$84,360	\$58,861	\$113,780
Electronics and Appliance	\$59,207	\$20,400	\$79,610	\$40,794	\$100,003
TOTALS	\$1,927,220	\$3,039,350	\$4,966,570	\$6,076,580	\$8,003,800

Source: RICHARD CAPLAN & ASSOCIATES

PROJECTED RETAIL DEMAND

Some of this retail demand will be absorbed by vacant retail space that exists in Downtown Eudora. The projected number of new businesses reflects averages for each business category but is dependent on size of buildings and nature of establishment ownership. The increase in the Eudora businesses and square footage has been estimated as summarized below in Table 2.7: “2015 – 2020

Projected Retail Demand by Number of Establishments.”

This estimate is also dependent, in part, on the ability and willingness of the owners of existing businesses to expand their establishments. Table CC projects the demand by the number of retail establishments for the additional square feet.

Table 2.7: 2015-2020 Projected Retail Demand by Number of Establishments

Major Retail Category	Target Location(s) in Eudora (a)	Potential New Stores by 2015	Potential New Stores by 2020
Grocery and Beverage	N, I	0	1
Health and Personal Care	D, N, I	1	2
Furniture and Home Furnishings	N, I	2	3
Food and Drinking Establishments	D, N, I	2 - 3	4 - 5
Building Material and Garden Supply	N, I	1	1
Sporting Goods, Hobby, Book, & Music	D, N, I	1	1
General Merchandise	D, N	3 - 4	6 - 7
Miscellaneous Store Retailers	D, N, I	1	1
Motor Vehicle and Parts Dealers	N, I	1	1 - 2
Clothing and Clothing Accessories	D, N	0 - 1	1
Electronics and Appliance	D, N	0	1
Total Estimated New Stores		12 - 15	22 - 25
Total Estimated Square Feet		40,000 – 50,000	70,000 – 80,000

(a) D = Downtown Eudora; N = Nottingham School Area; I = East 10th Street & 7th Street.

Source: Urban Land Institute; RICHARD CAPLAN & ASSOCIATES.

Increased demand for additional square footage for a pharmacy (health and personal care stores) is expected to be satisfied within the new medical building planned to be constructed by Lawrence Memorial Hospital adjacent to K-10. Examples of retail establishments in these major retail categories are presented in the following Table 2.8.

In summary, Eudora has the potential to increase its retail sales up to \$8 million, depending on the degree of aggressiveness and marketing carried out to attract primary and secondary trade area shoppers and visitors. (See Table 2.9 – “Summary of Eudora Projected Retail Demand.”)

Table 2.8: Sample Eudora Target Businesses

MAJOR SALES CATEGORY	EXAMPLES OF BUSINESSES
Health and Personal Care Stores	Drug stores; Women’s hair salons; men’s barbers; shoe repair; dry cleaners; Laundromat; photographers; interior decorators; key shops; photo copy stores; weight loss center; picture framing; mailing / packaging stores
Furniture and Home Furnishings Stores	Home furnishings stores; kitchen stores; tapes & video stores; lamps, floor coverings; curtain and drapes; pianos
Building Materials, Hardware & Garden Supplies	Lumber and building materials; paint, glass and wallpaper stores; hardware stores, nurseries, lawn and garden supplies
Sporting Goods, Hobby, Books & Music	Toy and game stores; sewing stores; musical instrument stores; compact disc video stores
General Merchandise	Variety stores; discount stores; catalog showrooms; junior department stores; warehouse club; novelties
Electronics and Appliance Stores	Household appliance stores; radio, television and computers; computer software stores; camera shops

Table 2.9: Summary of Eudora Projected Retail Demand

Retail Demand Factor	Retail Potential by 2015	Retail Potential by 2020
New sales from Eudora primary market area population growth	\$3,039,350	\$6,076,580
Recaptured sales leakage: (20% growth in city pull factor)	\$1,927,220	\$1,927,220
TOTAL PROJECTED SALES	\$4,966,570	\$8,003,800
ESTIMATED NUMBER OF NEW BUSINESSES	12 - 15	22 - 25
ESTIMATED SQUARE FEET	40,000 to 50,000	70,000 to 80,000

To support this retail expansion, direct marketing efforts should be pursued in person, by phone or mail to qualified regional and national retail business persons and/or company representatives that have a successful retail track record and/or have announced their intention for future expansion in Kansas. Detailed listings of 20 retail business prospects with their corporate contact, address and phone number have been provided to the City of Eudora officials and are summarized in Table 2.10 – “Retail Prospects for Eudora.”

Table 2.10: Retail Prospects for Eudora

Major Retail Category	Name of Business	Median / Range Gross Leasable Area (in Square Feet)
Eating Establishment	Pizza Hut	1,500
	Steak N Shake	4,000
	Captain D's	2,500
	Wendy's Restaurant	2,100
	El Mezcal	3,000
	McDonalds	3,500
	Mr. Goodcents	1,400
	Z's Devine Coffee	850
General Merchandise	Duckwall-Alco	4,000 - 20,000
	Dollar Tree	10,000 - 15,000
	Family Dollar	7,000 - 10,000
	One Dollar Shops	6,000 - 10,000
	Aldi	10,000 - 15,000
Health & Personal Care	Scotch Cleaners	1,500
Sporting Goods	Jock's Nitch	3,000
	Backwood's Equipment	4,000
Electronics	Radio Shack	2,000
Miscellaneous	Pendleton's	N / A
	Baldwin Athletic Club	3,000+

Source: 2009 Directory of Leading Chain Tenants; RICHARD CAPLAN & ASSOCIATES.

Chapter Three

Downtown Eudora





City of Eudora Economic Development Plan

Downtown Eudora

SITE CHARACTERISTICS

Downtown Eudora is the historic economic center of the community and still is home to a variety of public and private uses. Public facilities located in and near downtown serve as anchors for the Eudora community. A variety of small businesses also contribute to the vitality of downtown. Attraction and investment of downtown should be focused on the under-represented components for the retail sector. Existing land uses consist of various commercial, residential, public facilities, and vacant buildings and lots owned by many different owners.

STRENGTHS AND OPPORTUNITIES

- Proximity to public (city hall, library, post office, parks) and commercial amenities (restaurants, shops) is a unique downtown feature.
- New streetscape—including sidewalks, benches, light posts, and crosswalks—enhances the aesthetics of downtown and provides a friendly and safe atmosphere for pedestrians.
- Increased traffic due to the new KTA I-70 interchange in Leavenworth County could bring new customers to downtown businesses.
- Potential for redevelopment of the former high school on northeast corner of 10th and Main. This site could be used for new school district offices, library, or other shared uses.
- Rezoning or replatting would likely not be required for infill development.

WEAKNESSES AND THREATS

- Several key downtown businesses have recently closed, leaving vacant buildings and fewer downtown businesses
- Increased traffic due to the new KTA interchange could create some traffic congestion problems in downtown.
- Downtown has a limited amount of land and parcel sizes are often too small for certain types of development.
- Downtown is not quickly accessible from K-10 Highway, located at least a mile from both K-10 exits. Drivers exiting K-10 highway must travel through much of the city and make several turning movements to reach downtown.

Figure 3.1: Downtown Eudora Aerial Photo



Downtown Eudora generally consists of the area between 7th, Elm, 10th and Maple streets.

DEVELOPABLE AREAS

There are several vacant properties north of 8th Street that could accommodate future infill development. These properties are typical downtown lots, approximately 25 feet in width and 100 feet in depth. Under-utilized property south of 8th Street could be a prime location for a future post office or other re-locating public facilities.

The school district building at the northeast corner of 10th & Main represents another opportunity for reinvestment. This would be an optimal location for new school district offices, providing an anchor for the south end of downtown.

In addition, there are several vacant buildings throughout downtown that are available for redevelopment. Some of these buildings have only been recently vacated and could be marketed to similar uses that do not require a lot of space or off-street parking. This Plan recommends that the City—through building inspection and permit records—create an inventory of downtown buildings. This will help determine the condition of these buildings and the estimated costs of rehabilitation for re-use.



A narrow vacant lot on the west side of Main Street in downtown Eudora.

Figure 3.2: Areas for Potential Development



PLANNING BACKGROUND

Eudora's Comprehensive Plan includes a guide for the development of downtown, as well as a list of recommended action steps to facilitate revitalization. The Eudora Zoning Regulations includes a Downtown Commercial zoning district. This district has specialized setback and bulk standards and includes design guidelines to facilitate attractive development and redevelopment projects.

COMPREHENSIVE PLAN AND ZONING

Downtown is a major feature of the City of Eudora Comprehensive Plan (adopted in 2003 and currently being updated). The Plan identified downtown as having the potential to become stronger and more diversified. Cooperation and leadership from elected and appointed officials and business and civic organizations will be necessary to grow the downtown economy.

Development Improvement Actions from the Comprehensive Plan:

- Target new retail and office commercial uses: target the types of uses compatible with the character of downtown where the number of choices in Eudora and Douglas County may be below retail standards on a per capita basis.
- Implement the Neighborhood Revitalization Act: establish a special district under the Kansas Neighborhood Revitalization Act where any increase in property taxes resulting from building improvements may be rebated to the property owner. This rebate helps offset investment costs and can be a significant stimulus to redevelopment.



The Eudora Library is a public use that provides a destination for downtown.



The Eudora Municipal Building sits at the north gateway into downtown.



A variety of businesses contribute to the vitality and character of downtown.



The old high school at the south end of downtown. The City should coordinate with the school district in planning for the future of this site.

- Establish a Downtown Eudora Business Improvement District (BID): A BID has the power to assess special fees for common purposes in the district. This ensures more widespread financial participation for common projects rather than voluntary contributions from those businesses and/or property owners.
- Establish a Eudora Business Incubator: Identify one of the vacant downtown buildings for reuse as a small business incubator to assist individuals in starting and expanding new businesses.
- Create a Downtown Enterprise Zone: Review and consider the reduction of fees for all city permits, inspections and other development related fees. This demonstrates an additional public financial commitment to encourage redevelopment and strengthening the downtown.
- Expand and Enhance Public Parking: Improving on-street parking, work with property owners to identify public parking opportunities, and improve existing parking areas. Parking improvements such as increased screening, landscaping and lighting should also be incorporated into expansion and enhancement projects.
- Encourage Mixed Use Development: Encouraging a mix of uses, including high density residential uses within downtown helps strengthen the district by:
 - increasing the users/persons in the district;
 - increasing the financial feasibility of business ownership through secondary income alternatives; and

- increasing building maintenance by encouraging use of the entire structure rather than just the first floor or store front.

- Downtown Development Standards: Eudora should regulate the quality of redevelopment and new infill development downtown to foster attractive mixed-use development in the central business district corridor. (Downtown Development Standards have been adopted as a part of the city's Zoning Regulations)

The four blocks bound by Maple, 7th, Elm, and 9th streets are all zoned Downtown Commercial. South of 9th Street, the west side of Main Street is zoned Residential Multi-Family and the east side is zoned Residential Single-Family. Two-Family Residential, Multi-family Residential, and Commercial zones surround much of the downtown area.

Commercial and mixed uses and services that are compatible with the historic downtown are the uses encouraged by the city's zoning regulations. To encourage higher-density development and to account for small parcels, no off-street parking or minimum yards are required in the district.

Development in the Downtown Commercial district must conform to the Downtown Design Standards listed in the zoning regulations. These standards outline the use of building materials, massing and scale, windows, doors, lighting, and awnings, among other features.



Community events such as carnivals attract people downtown.

COMMUNITY INPUT

The following comments, concerns and ideas from public workshops in 2007 and 2008 are relevant to economic development in downtown Eudora:

- Provide attractive gateways/entryways to downtown at 6th & Main and 10th & Main
- Keep civic facilities, post office, and school district offices downtown. This includes combining facilities where appropriate. The old school at 10th & Main would be an idea location for a public facility.
- Promote the growth and revitalization of downtown through marketing and business attraction/retention
- Preserve a mix of commercial and office uses downtown
- Encourage restoration and renovation of historic Eudora through incentives, tax breaks, or grants
- Purchase or rezone residential land downtown as it becomes available and convert to commercial use
- Continue to utilize development standards for downtown
- Plan for dealing with (and benefitting from) increased traffic due to the new KTA I-70 interchange
- Upgrade the 10th & Main intersection (traffic signals, turn lanes, as appropriate)
- Provide more parking to serve downtown
- If the post office were to relocate, the old post office can be marketed for commercial use



Before



After

Recent streetscape improvements in downtown promote foot traffic and a safer atmosphere for businesses and their customers.

SITE ANALYSIS

As the oldest section of the community, the transportation and utility infrastructure in downtown is well-established. Continued maintenance of older infrastructure in the area will be necessary to support continued growth.

TRAFFIC

Although not visible from or adjacent to K-10 highway, Main Street in downtown Eudora currently carries more than 4,000 vehicles per day. This traffic is expected to substantially increase upon the completion of the I-70 interchange at County Road 1 in Leavenworth County, 6 miles north of downtown Eudora.

BG Consultants 2009 CR 1061/Main Street Study concluded the following:

- Main Street (downtown): 4,091 ADT existing; 8,260 ADT in 2030 (60% will be “through trips”)



- Main Street @ Kansas River: 2,640 ADT existing; 5,970 ADT in 2030
- Using these projections, the target Service Volume in downtown (7,150) will be met in 2023

UTILITIES

Downtown Eudora is currently served by existing water, sewer, and electric service. 8-inch sewer lines run along the alleys behind properties on Main Street in downtown. Based on the anticipated scale of infill and redevelopment in downtown, sewer capacity is not expected to be an issue. Properties along Main Street are served by 4-inch and 6-inch water lines. Water supply infrastructure is also not expected to prohibit redevelopment of downtown properties, based on existing and expected future uses.

Although the capacity of existing infrastructure should be sufficient to serve downtown uses, ongoing repairs such as replacing cast-iron water lines will need to be programmed to prevent future problems.



OBJECTIVES AND POLICIES

As the historic center of the community, Eudora citizens have expressed a desire to maintain and improve the downtown area, recognizing its cultural and economic value. The City should take a leading role in the downtown's future by implementing the following policies and programs:

Objective: Improve multi-modal accessibility to downtown Eudora.

Policy: Provide improved wayfinding signage throughout the community to help visitors find downtown.

Policy: Conduct a traffic study of the 10th and Main intersections to determine the need for a traffic signal, turn lanes, or other improvements.

Policy: Take advantage of additional traffic due to the I-70 interchange and plan for ways to mitigate truck traffic.

Policy: Provide ample off-street parking for downtown businesses and events.

Policy: Provide quality sidewalk connections between downtown and adjacent neighborhoods.

Objective: Improve the aesthetics of downtown through streetscaping and other enhancements.

Policy: Continue and expand downtown streetscape improvements into nearby neighborhoods and along high-visibility corridors such as 10th Street.

Policy: Continue to utilize and enforce development standards for businesses in downtown, review these standards periodically.

Policy: Encourage residents to spruce up houses in the area.

Policy: Require that buildings and properties be well-maintained.

Objective: Provide assistance to existing and potential businesses to encourage downtown revitalization.

Policy: Create a downtown business organization.

Policy: Provide assistance such as training to business owners.

Policy: Recruit businesses based in the region to expand in downtown Eudora.

Policy: Provide economic incentives for development in the downtown area and for renovations that improve existing buildings.

Objective: Keep public and institutional facilities in the downtown area.

Policy: Support the reorganization and consolidation of facilities as needed, including the school district offices, library, post office, fire department, and police department.

Policy: Work with the Eudora School District to facilitate the development of district offices at 10th and Main.

Objective: Preserve and build on Eudora's history.

Policy: Preserve and promote the Pilla House, a National Register of Historic Places site.

Policy: Encourage improvements to follow a theme or have certain unified characteristics, building on Eudora's history.

Objective: Promote downtown as a destination for specialty shops, niche stores, and cultural activities.

Policy: Promote and initiate special events in downtown, including Eudorafest.

Policy: Work with the Chamber of Commerce and other organizations to market downtown more actively.

Objective: Assess the feasibility of re-use of existing buildings and infill development.

Policy: Conduct detailed inspections of vacant downtown buildings to determine the costs of improvement compared to new development.

Policy: As existing residential land becomes available in the downtown core, promote the conversion to commercial uses.

Policy: Identify opportunities for higher-density residential uses in the downtown area.

ACTION STEPS

Specific Implementation Actions are listed in **Chapter 7**.



City of Eudora Economic Development Plan

Chapter Four

Nottingham Area





City of Eudora Economic Development Plan

Nottingham Area

SITE CHARACTERISTICS

This development target area consists primarily of property to the northwest and southwest of the 14th and Church intersection. The site south of 14th Street is currently occupied by Nottingham Elementary School and Laws Field. The Eudora Recreation Center is directly south of the site. The elementary school will no longer be used due to the construction of a new elementary school on East 10th Street. Laws Field will continue to be used in the short term but the school district has plans to construct a new football stadium near the high school. Both of these sites are on one parcel owned by the Eudora School District.

There are a variety of development opportunities, both short and long-term. These opportunities are further described in the “Developable Areas” section. This area is the primary gateway into Eudora for residents and visitors exiting from K-10. High-quality development with careful attention to aesthetics will be critical at this location.

STRENGTHS AND OPPORTUNITIES

- Prominent location in Eudora with close proximity, visibility, and easy access to K-10 Highway via Church St.; prominent location
- Next to Eudora Recreation Center
- Existing water, sewer, and electric service to site
- There are a variety of potential development opportunities in the area
- Central location, closer to development and schools south of K-10 than other potential development sites.
- Large sites for development, allowing unique design and the possibility of larger retailers.
- Future opportunity to be served by regional public transit
- Opportunity for park space at 14th and Main as a recreation opportunity and gateway feature.

WEAKNESSES AND THREATS

- Uncertain timing of land availability
- Remediation of environmental issues may be needed for redevelopment
- Currently not zoned for commercial development

Figure 4.1: Nottingham School Aerial Photo



DEVELOPABLE AREAS

The Nottingham school area consists of several sites:

- Nottingham Elementary School site (8.1 acres): near-term redevelopment opportunity as the school will no longer be used. Target uses are community retail, such as a supermarket, discount department store, restaurant, or offices would be appropriate for this location. The large site creates an opportunity for larger-scale development.
- Laws Field site (7.3 acres): long-term development opportunity, once a new stadium is built at the high school south of K-10. Target development is also community retail, and the Eudora Recreation Center may want to expand onto this site in the future.
- Vacant block north of 14th Street (2.5 acres): this property has been split into two lots and a site plan for a bank has been approved on the south lot, but is unlikely to be built. Smaller retail, restaurant, and/or office uses are most likely for this site.
- K-10 right-of-way at the southeast corner of 15th & Church (0.5-2.3 acres): BWR is currently discussing this site with KDOT, as the development feasibility in this area will depend on how much (if any) right-of-

way KDOT is willing to give up. One option is using the piece of land on the southeast corner of 15th & Church as a park and ride facility on the existing ROW. However, it may be possible to create a large enough parcel for private development.

Figure 4.3: Laws Field Site



Figure 4.2: Nottingham Site



Figure 4.4: 14th & Church



Figure 4.5: KDOT ROW



PLANNING BACKGROUND

Past community planning efforts have recognized Church street just north of K-10 as an important location in the community for commercial growth.

COMPREHENSIVE PLAN AND ZONING

While the Comprehensive Plan does not specifically address the commercial development of this site, a number of goals and policies clearly support the location as appropriate for commercial expansion.

Planning Issues and Objectives:

- Goal: Provide for a variety of uses, services and retail outlets which are convenient and attractive to consumers in order to strengthen the community's economic base.
- Objective: Promote development of new business and institutions as well as retention and expansion of existing establishments to meet the demand for local goods, services and employment opportunities.



The Nottingham Elementary School building, vacated in 2009.



Playground at the southwest corner of 14th & Church, north of the school building.

- Action: Proactively foster and promote development opportunities to meet local niches and fill market voids.
- Action: Promote the clustering of development with strong access to Eudora and the K-10 Highway
- Goal: Provide cost-effective services by promoting development that is compact and close to existing urbanized areas.
- Action: Support expansion in close proximity to existing services.
- Action: Promote opportunities for development contiguous to existing utilities and within drainage basins currently served by sanitary sewer.
- Action: Limit higher density development to areas where adequate utilities exist or can be readily extended.
- Goal: Develop and preserve gateways into Eudora that help reflect the character and image of the Eudora community.

Future Land Use - Commercial Policies

- New commercial nodes should be primarily located only along existing and planned interchanges with K-10 highway.
- Commercial development proposals should not be approved where there is a lack of contiguous urban development.

The Comprehensive Plan also further outlines policies for how commercial development should occur, such as by limiting curb cuts on arterial streets, providing adequate parking while limiting its visual impact, providing strong pedestrian connections, and attractive signage.

The school district property (Nottingham school and Laws Field) is zoned Single-Family Residential (RS). In addition, future development of the property will be subject to the K-10 Overlay District, which lists design guidelines for setbacks, architecture, signage, setbacks, vegetation, lighting, parking, and other requirements. The Commercial Corridor Design Guidelines also would apply to this site, which include guidelines for building arrangement, access, and service facilities. The Hoover property north of 14th Street is zoned Commercial.

COMMUNITY INPUT

The following comments, concerns and ideas from public workshops in 2007 and 2008 are relevant to economic development in the Nottingham school area:

- Pursue commercial development at the Nottingham school site once the school is vacant
- Improve Church Street throughout the city
- Consider a bus stop and park-and-ride facility near K-10 to connect by transit to Lawrence and Johnson County, and/or
- Provide carpool parking near K-10
- Preserve the K-10 corridor for commercial use

Laws Field on the west side of Church Street



SITE ANALYSIS

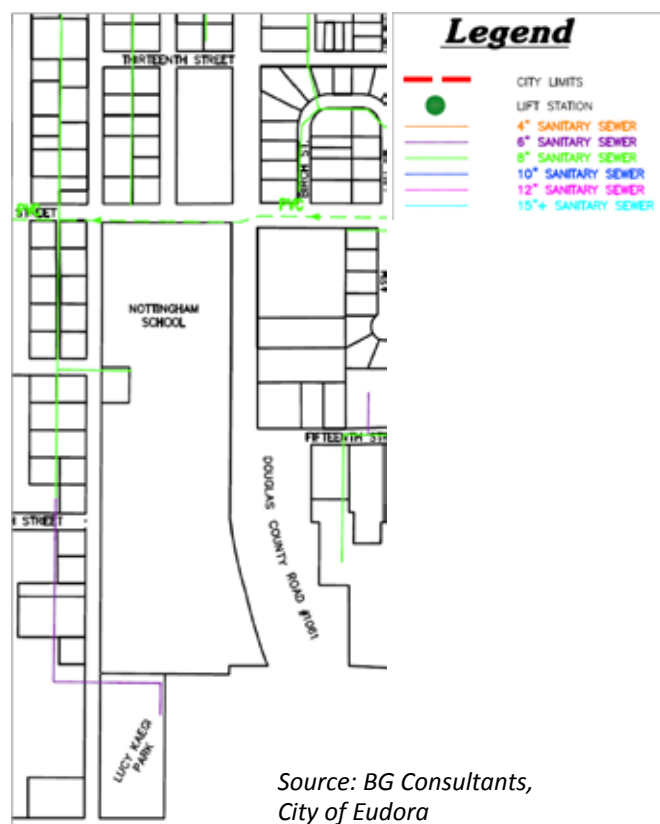
The Nottingham Area is the highest-traffic location in Eudora and has existing infrastructure to the site, although some improvements may be necessary.

TRAFFIC

The Nottingham site sits just northwest of the K-10 interchange at Church Street. K-10 highway is a major regional limited-access highway that connects Eudora with both Lawrence and the Kansas City metropolitan area. Church Street is the primary north-south arterial in Eudora, connecting the city's core with more recent development south of K-10. The amount of traffic near the site provides an opportunity for regional development:

- K-10 Highway (west of Church St. exit): 26,600 AADT (KDOT, 2009)
- K-10 Highway (east of Church St. exit): 26,200 AADT (KDOT, 2009)

Figure 4.6: Sanitary Sewer Infrastructure

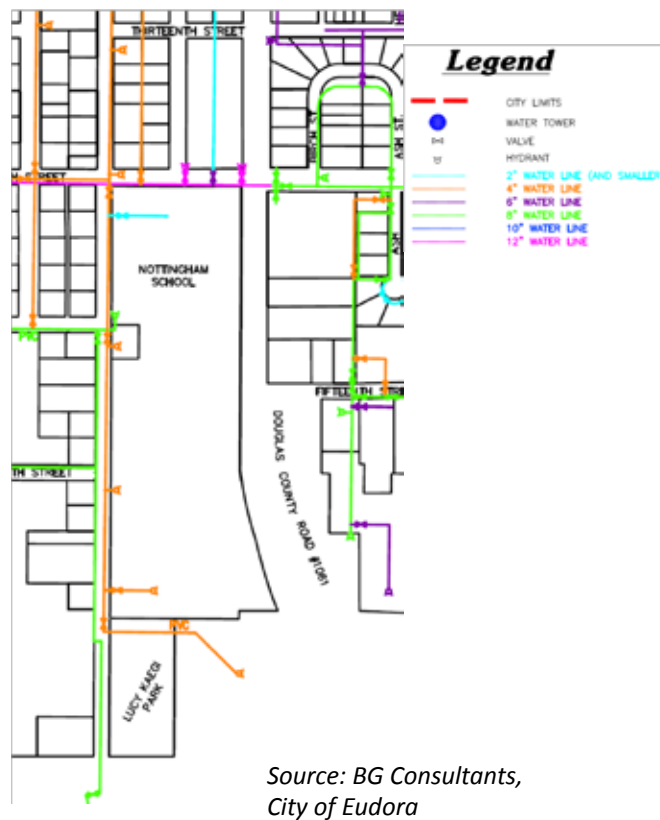


UTILITIES

The Nottingham area is currently served by existing water, sewer, and electric service. An 8-inch sanitary sewer line and 4-inch water lines serve the Nottingham site.

To serve the future commercial development of this area, a larger water line may be needed on 14th Street.

Figure 4.7: Water Infrastructure



OBJECTIVES AND POLICIES

As a primary gateway to the community, the future development of the Nottingham area should present an attractive and functional entrance to the community. The following policies and improvements are recommended to strengthen the development potential of this area.

Objective: Ensure that this community gateway is attractive and development is high-quality.

Policy: Provide landscape, facade, and signage improvements on both sides of Church Street, including at a future park-and-ride site near K-10.

Policy: Require higher design standards for development of the site, but should not be too burdensome.

Objective: Provide access to multi-modal transportation.

Policy: Provide a carpool parking lot (near-term) near K-10 highway.

Policy: Plan for a future bus stop for K-10 bus routes (long-term) should be considered along K-10.

Policy: Provide new and improved sidewalks throughout the area.

Policy: Provide pedestrian access across K-10 (along Elm or Church).

Policy: Work with regional partners to construct the SmartTrail regional trail system along K-10.

Policy: Incorporate space for parks and recreation uses as a part of new development at the Nottingham and Laws Field sites.

Objective: Improve the transportation infrastructure and street network in the area.

Policy: Work with KDOT and Douglas County for future K-10 improvements such as widening the highway and interchange improvements.

Policy: Conduct a traffic study of the 14th and Church intersection.

Policy: Provide for a connection of 14th Street throughout the city.

Policy: Reconfigure the driveway on the east side of Church between 14th and 15th streets to better accommodate pedestrians.

Policy: Extend 15th Street from Church to Elm.

Objective: Pursue retail opportunities that are appropriate for the area and require the large tracts of land that the site offers.

Policy: Focus marketing of the Nottingham site towards larger and “mainstream” retail, as opposed to the niche specialty stores that are expected to thrive in downtown.

Objective: Maintain and provide for future parks and recreation opportunities in the area.

Policy: Assess the feasibility and demand for and expansion of the Eudora Recreation Center.

Policy: Require that future redevelopment of the Nottingham and Laws Field area include parks, recreation and/or open space.

ACTION STEPS

Specific implementation actions are listed in **Chapter 7**.

Chapter Five

East 10th Street Corridor





City of Eudora Economic Development Plan

East Eudora represents a tremendous growth opportunity for the community. The city has previously annexed much of the land along East 10th Street all the way to the K-10 interchange at East 2300 Road. Except for the developed lots within Intech Business Park, much of this land remains undeveloped. There are a variety of opportunities to grow commercial and industrial development in this part of Eudora. Carefully planned infrastructure improvements as well as aggressive marketing efforts will be needed to facilitate the quality growth of this area.

- Quick access to K-10 Highway.
- Although the alignment has not yet been determined, a future highway connecting I-70 with K-10 may be located in this area, thus putting this area in close proximity to additional regional traffic.
- Use of TIF district may enhance project feasibility.
- A traffic study has been completed for the area, providing guidance to transportation needs and constraints.

- Large amounts of undeveloped land north of 10th Street is undeveloped and unplatted.
- Existing platted lots in Intech Business Park may suit certain businesses and industries.

WEAKNESSES AND THREATS

- Existing competition to the east from Lexington Avenue development in De Soto
- Intech Business Park would require rezoning to accommodate certain commercial uses
- Uncertainty of future I-70/K-10 connector highway
- Water and sanitary sewer infrastructure will need to be extended to serve future development in much of this area

DEVELOPABLE AREAS

- Intech Business Park: an existing platted subdivision for industrial park development. There are still five lots—ranging from 2 to 12 acres—that are still undeveloped.
- Land between 7th and 10th Streets: In late 2005, the Deer Valley Preliminary Development Plan was submitted for this site. The proposed development included single and multi-family residential, with commercial uses in the southeast corner of the site. There are a total of 73 acres on this site that is within the city limits. A final development plan or final plat was never approved for the development.
- East of E 2300 Road: this 27-acre property is zoned commercial and is undeveloped
- Other undeveloped areas outside the city limits may also be assessed if there appears to be a demand.

Figure 5.2: Intech Business Park Undeveloped Sites



PLANNING BACKGROUND

Previous planning efforts have identified this area as the light industrial growth area of the community. These plans have also identified a desire for commercial growth near K-10 highway.

COMPREHENSIVE PLAN AND ZONING

The future land use section of the Comprehensive Plan designates this area for industrial and business park uses.

Commercial and Business

- With the exception of planned neighborhood commercial uses, new commercial nodes should be primarily located only along existing and planned interchanges with K-10 Highway.
- Commercial development should be promoted on land currently zoned for commercial uses, particularly in the Central Business District and near K-10 Highway.

- Large-scale office commercial developments should be designed as office or business parks. As such, each office park should include an internal circulation system as well as landscaped open spaces, architecturally compatible buildings, and planned building orientations.

Industrial

- Industrial uses should be on land that is well drained and free from flooding.
- Industrial development should be concentrated on land currently zoned for industrial and in existing and new industrial parks, promoting the proper mix of light and heavy industrial development, and encouraging employment opportunities for the existing pool of skilled labor.

Figure 5.3: Deer Valley Preliminary Development Plan, 2005



- Industrial areas should have reasonable and convenient access to major arterials and railroad facilities as required. The use of local streets and traffic that cuts through the community off of arterial streets is strongly discouraged as it increases road maintenance and traffic conflicts.

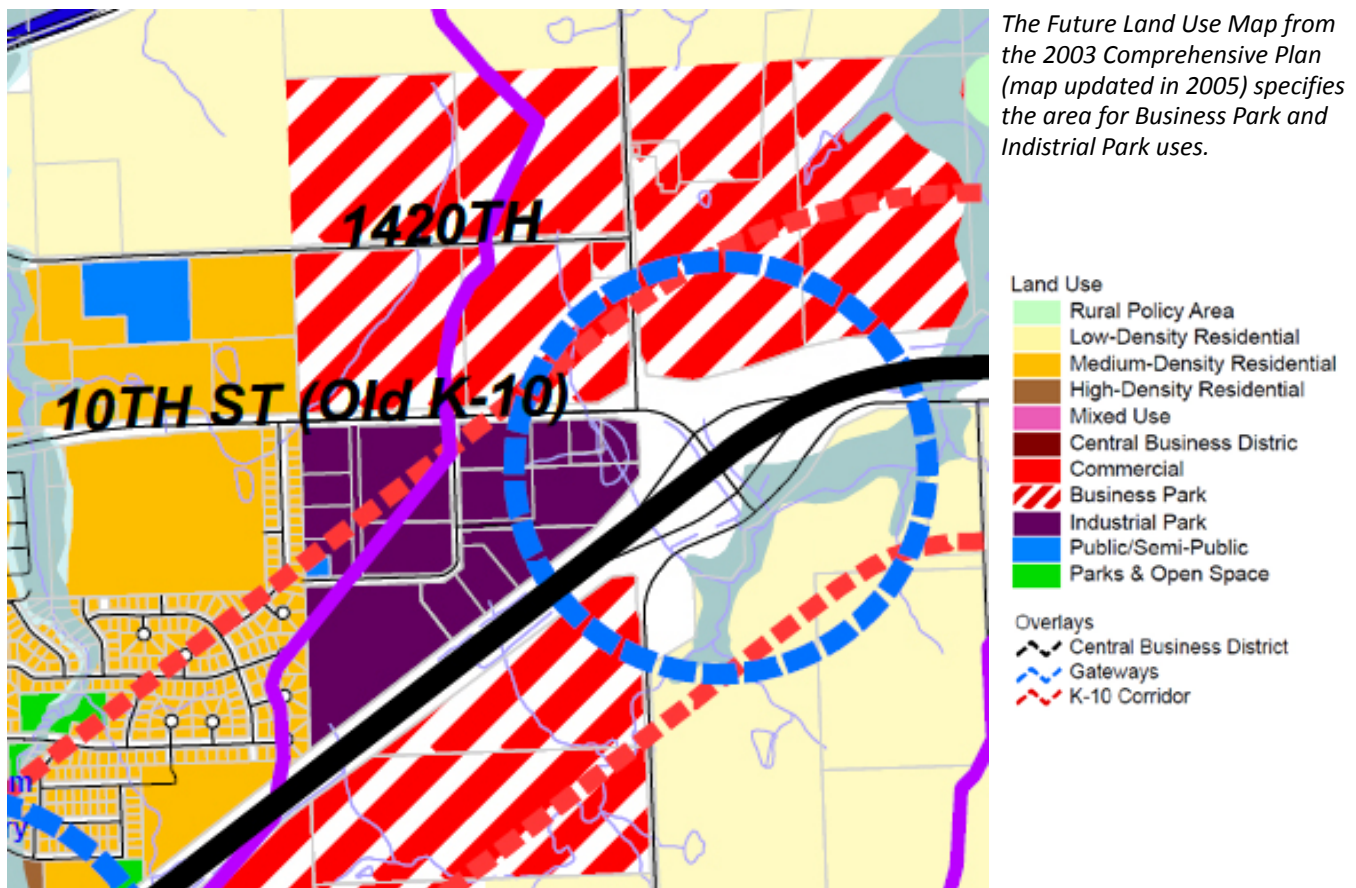
Intech Business Park is currently zoned Industrial, zoning north of 10th Street includes RA, RS, RSPD, RTPD, CPOD, and C. The property east of E 2300 Road is zoned C.

COMMUNITY INPUT

The following comments, concerns and ideas from public workshops in 2007 and 2008 are relevant to economic development in the East 10th Street area:

- Plan for dealing with (and benefitting from) increased traffic due to the new KTA I-70 interchange
- Preserve the K-10 corridor for commercial use
- Improve 7th street to serve new cut-through traffic from the new interchange
- Upgrade 10th Street to three lanes to serve future traffic needs
- Plan for new arterial and collector streets to serve growth areas
- Promote commercial growth along a potential I-70/K-10 connector road in east Eudora

Figure 5.4: Future Land Use Map



10TH STREET ANNEXATION AREA BLIGHT ANALYSIS, 2007

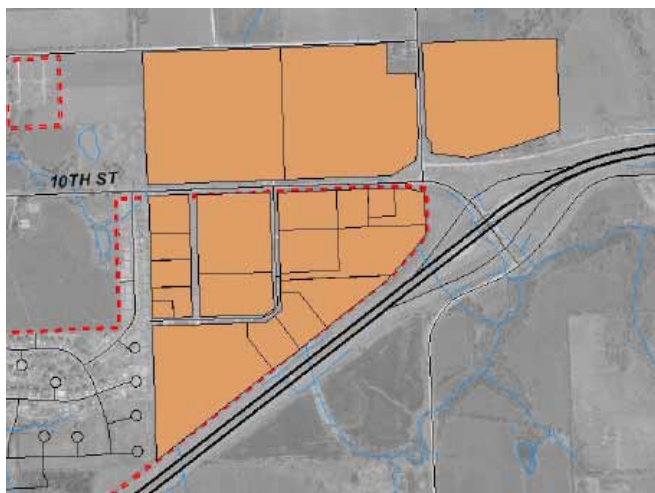
BWR prepared a blight analysis of the East 10th Street annexation area (proposed TIF district) for the City of Eudora in March 2007. The district under study was an area of 271 acres, and the purpose was to determine if there was evidence of blight according to Kansas' Tax Increment Financing Statutes. The study examined a range of factors, including population, income, employment, housing, education, retail sales, property data, infrastructure, and adjacent development.

The study concluded that five of nine defined conditions for blight were present in the study area:

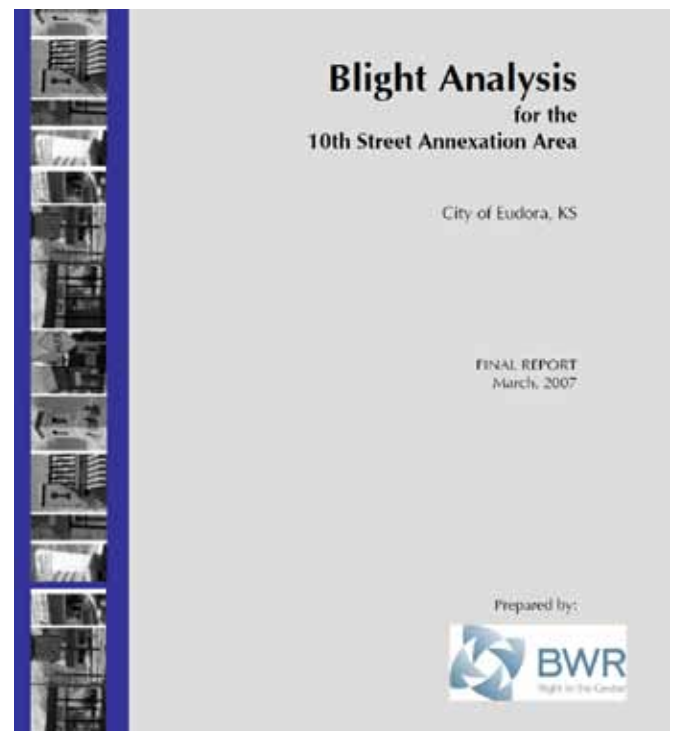
- Predominance of defective or inadequate street layout
- Unsanitary or unsafe conditions
- Deterioration of site improvements
- Improper subdivision or obsolete platting or land use
- Conditions which create economic obsolescence

Due to these factors, the study determined the following:

"The area needs a redevelopment and a reinvestment for its land use and economic future. Because of its prominent location, the area should be developed with a use other than an industrial park to make best use of the site. However, the financial hurdles associated with overcoming the above listed issues and making the site desirable for development are an onerous economic burden. Excluding government subsidy to relieve some of the costs associated with addressing the existing conditions, it is unlikely that the redevelopment area can be put to profitable use. Therefore, it has been demonstrated that the 10th Street Annexation Area, as of March 2007, is a "blighted area" according to the definition provided by Section 12-1770a of the Kansas Statutes."



The 10th Street Annexation Area



The 2007 Blight Analysis made a finding of blight in the 10th Street area, according to definitions provided by Kansas Statutes.

SITE ANALYSIS

As an identified growth area of the community, plans such as the 10th Street Traffic Study have assessed the existing and future traffic and infrastructure needs of the area.

TRAFFIC

KDOT (2007-2008):

- East 10th Street: 2,582 ADT
- K-10 Highway east of 1440 Rd exit: 28,000 ADT
- K-10 Highway west of 1440 Rd exit: 26,200 ADT

10th Street (west of E2300 Rd), 10th Street Traffic Study (BG Consultants, 2008):

- 2008 existing: 2,878 vpd (3-day avg, Nov. 2007)
- 2018: 8,800 vpd
- 2028 (Partial Development): 14,400 vpd
- 2028 (Full Development): 21,500 vpd

10th Street Improvements. The 10th Street Traffic Study (BG Consultants, 2008) was conducted to analyze the traffic impacts due to the new elementary school and Deer Valley development and to recommend improvements. Near-term recommendations include:

- Construct 10th Street as a three-lane urban arterial with a center turn lane.
- Right-turn auxiliary lanes at the school entrance and at OCL Drive.
- A roundabout at 10th Street and E. 2300 Road.
- A 10-foot recreational path on the north side of 10th Street and a 5-foot sidewalk on the south side.
- Access standards for the elementary school (recently constructed) and the Deer Valley Development (not yet developed).

The study also provided long-term recommendations if other properties develop along the corridor, causing an inadequate flow of traffic. These recommendations include additional roundabouts along the corridor and adding a fourth lane on 10th Street.



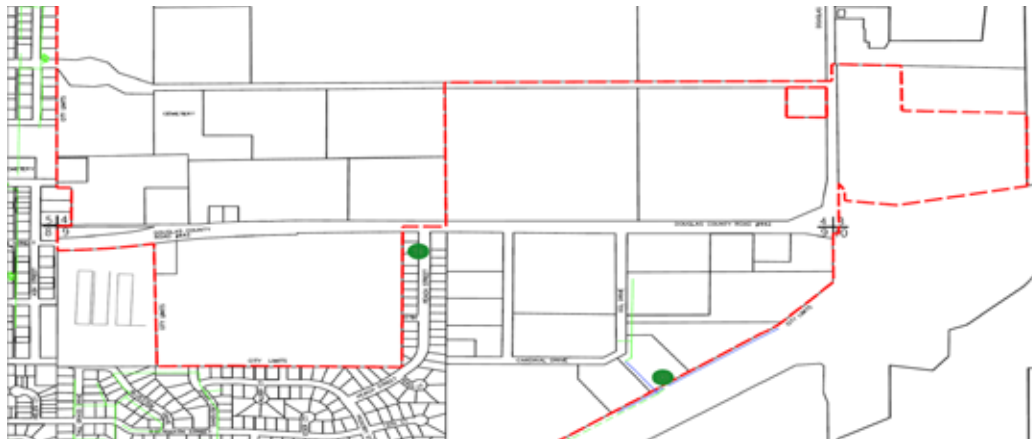
The 10th Street Corridor Study recommends a range of street and intersection improvements to accommodate increases in traffic capacity.

UTILITIES

Water, sewer, and electric service has been extended into Intech Business Park. Significant extension of water and sewer infrastructure would be needed to serve areas north of 10th Street.

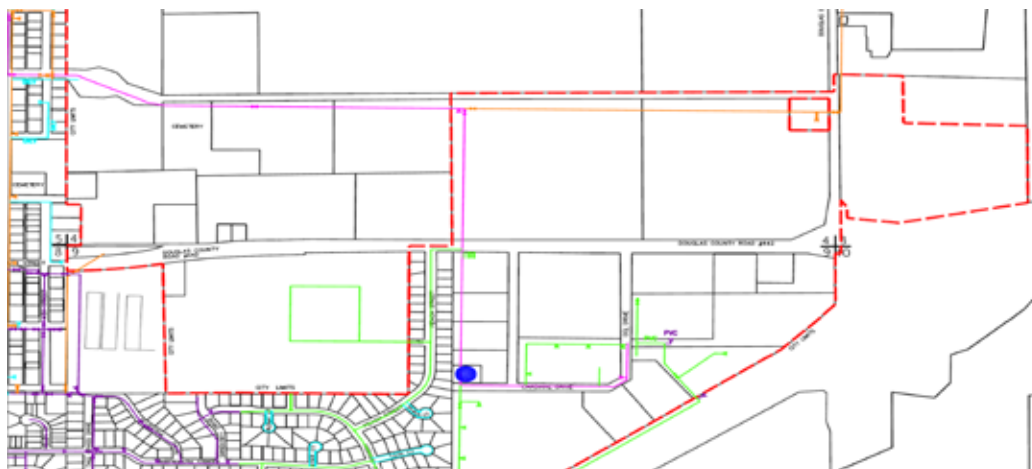
It is estimated that the city's wastewater treatment facility can handle flows from this area in the near-term, but long-term capacity will need to be assessed in greater detail based on the specifics of development proposed in the area.

Figure 5.5: Sanitary Sewer Infrastructure



Source: BG Consultants,
City of Eudora

Figure 5.6: Water Infrastructure



Source: BG Consultants,
City of Eudora

OBJECTIVES AND POLICIES

As the primary growth area in the community with large tracts of undeveloped land, East Eudora should be targeted for larger-scale commercial and light-industrial growth.

Objective: Improve the multi-modal transportation network and traffic capacity to serve growth.

Policy: Initiate 10th Street improvements, including road enhancements as recommended by the 10th Street Traffic Study.

Policy: Incorporate sidewalks (especially near the new elementary school) with improvements to 10th Street.

Policy: Identify ways to improve pedestrian and bicycle safety near the elementary school.

Policy: Plan for 7th Street improvements as a collector street.

Objective: Plan for regional transportation connections.

Policy: Continue to be actively involved in the in regional planning for a future K-10/I-70 connector. Encourage that this connector be located in the vicinity of east Eudora.

Policy: In the near-term, provide for safe and efficient regional traffic access (including trucks) to K-10 and I-70 through Eudora.

Policy: Require that development in the area provide a well-connected and multi-modal street network.

Objective: Provide for commercial growth in the 10th Street corridor.

Policy: Rezone some land along 10th Street to provide for commercial-retail development. Ample space should still be provided for industrial development.

Policy: Utilize tax increment financing for improvements to serve growth.

Objective: Use targeting marketing efforts to attract appropriate businesses along the corridor.

Policy: Continue to pursue light-industrial businesses to locate in Intech Business Park, noting the excellent access to regional transportation routes.

Policy: Seek retail businesses that need a high-visibility location near a major highway.

Chapter Six

Marketing & Development





City of Eudora Economic Development Plan

Marketing & Development

MARKETING

The City and community partners must aggressively market Eudora to better project its image throughout the region. Eudora residents and business owners know that Eudora is a great place to live and to do business. The community should promote the attributes that make Eudora special, including:

- A small-town feel with friendly neighbors
- Convenience to Lawrence and the Kansas City metropolitan area
- A historic downtown with recent streetscape improvements
- Good schools, recreation center, and other amenities

These “quality-of-life” amenities are increasingly important in location decisions for not only families, but also businesses. Since improved communications and transportation infrastructure make it easier to conduct business from anywhere, these other community attributes become critical factors in attracting people to a community. Eudora’s “small town” feel is important to residents to maintain and enhance the community.

The Eudora Chamber of Commerce will play a critical role in implementing the policies and action steps of this section of the Plan. The City should coordinate with the Chamber and assist with providing resources so that the Chamber can better market the community and attract business growth.



Recreational amenities such as the playground in Bluejacket Park contribute to a desirable community atmosphere that attract residents and businesses to a community.

CREATING A BRAND

The first step in marketing Eudora is to create a brand that defines the spirit of the community which can be successfully used for economic development marketing activities. The Eudora brand should define what people say and think about the community. That impression is a combination of emotional and intellectual reactions to all the different experiences, marketing communications and behaviors people encounter in Eudora.

A brand is not created; it is discovered within the spirit of a place. Because of this, they are useful to community leaders in furthering the economic, political and social goals of the community. The Eudora brand should be a mixture

of attributes – tangible and intangible – that create value and influence. From a marketing or consumer perspective “value” is “the promise and delivery of an experience.” This brand helps consumers (residents and businesses) distinguish Eudora from other cities in the marketplace. When beginning the branding process the following should be considered:

- Essence (reason for being)
- Values (guiding principles)
- Promise (what we can provide that others cannot)
- Truths (ability to deliver the promise)
- Benefits (consumer appeal)
- Personality (tonality)



The quality of education and facilities in the Eudora School District is an important marketing tool for the community.



Eudora offers spaces for active recreation such as softball fields.



Trails improve pedestrian and bicycle mobility and safety and also provide recreation opportunities for residents.

MARKETING MATERIALS

A coordinated marketing effort should also include a variety of informative materials and electronic media that provides information to potential businesses and developers.

City Website. An improved Eudora website could include identification of available sites for development and information approval and permit procedures. A city's website is often an individual's first impression of a community. Providing additional information, high-quality graphics, and better navigation can improve the image of the community. The website developed for the Plan (see below) can be used as a base for an improved city website that provides access to a variety of information.

Retail Prospects Contact List. As a starting point for direct marketing to potential businesses, a list of prospective retail businesses has been provided to the city as a part of this planning process. The list includes representatives of both national and local businesses that may be looking to expand in the Eudora area.

Economic Development Plan Document. This document—in whole or in part—is intended to be a marketing tool. The Executive Summary is organized as an easy-to-read stand-alone document that recaps the goals and primary action steps that the plan recommends. Businesses or other organizations interested in specific sites can find individual chapters or the entire document helpful in their planning efforts.



The project website for the Economic Development Plan is being incorporated into the city's website to better promote the community's economic development opportunities and provide information on the planning process.

COMMERCIAL GROWTH

While this Plan focuses on downtown, the Nottingham area, and East 10th Street as the primary locations with near-term growth opportunities, economic development and commercial growth should be encouraged and planned in appropriate locations throughout the city. Future commercial development should be sustainable, accessible, and sensitive to surrounding neighborhoods and other uses.

10th Street: Old K-10 Highway is the historic highway business corridor in Eudora, and currently includes a gas station, restaurant, and offices.

20th Street/White Dog Road: This corridor is a major east-west arterial south of K-10 Highway. Future improvements to White Dog Road west of Church street will improve intersection geometry and provide for better access to both residential and commercial development in this area.

South Eudora: Eudora south of 20th Street/White Dog Road has seen explosive residential growth in the past decade and new middle and high schools. Commercial development should be encouraged at the intersections of major arterial streets south of K-10 as Eudora continues to grow in the future.

The intersection of Church and 28th Street (northwest corner) is zoned for commercial development and would be a great location for businesses to serve nearby neighborhoods. Future annexation in this area should plan for commercial growth at this intersection.



Businesses along 20th Street west of Church Street in south Eudora.

OBJECTIVES AND POLICIES

Strategies for marketing the economic growth and development of the community include a wide range of activities.

Objective: Provide for the sustainable growth of Eudora by facilitating commercial development at appropriate locations and improving community-wide infrastructure.

Policy: In south Eudora, encourage commercial development at the intersections of major arterial streets south of K-10 as Eudora continues to grow in the future.

Policy: Improve the arterial street system throughout the city by widening roads to improve traffic flow, especially Main, 10th, and Church streets

Policy: Protect designated commercial areas from residential growth, and provide appropriate buffers between dissimilar uses.

Policy: Create tax increment financing and other benefit districts to help fund improvements

Objective: Promote the attributes of Eudora to potential residents and businesses (in coordination with the Chamber of Commerce).

Policy: Coordinate marketing efforts with the school district and the chamber of commerce.

Policy: Develop a “branding” strategy as described in this chapter.

Policy: Improve the city’s website to better promote the city, disseminate important information, solicit feedback from citizens, and announce activities. Utilize the website to provide more economic development information to prospective businesses, such as available sites for development.

Objective: Educate the public on the benefits of shopping locally and supporting local business development.

Policy: Initiate a “Shop Eudora” program to encourage local shopping. This campaign can include advertisements in local newspapers and magazines, coupon programs, special shopping events at local retailers, and other programs.

Objective: Provide quality-of-life amenities that attract people to Eudora.

Policy: Identify public and private funding sources for parks and recreation improvements, utilizing a combination of grant money, private funds, general funds, and endowments for parks improvements. Park improvements in new areas should be funded by private funding (including the City’ park impact fee) and land donations.

Policy: Require developers to dedicate a percentage of land in a new development for green space

Policy: In coordination with local and regional partners, develop linear parks along the Kansas and/or Wakarusa rivers; include trails with regional connections.

Policy: Support the development of the K-10 SmartTrail.

Policy: Work with local and regional partners to provide carpooling and bus service for K-10 commuters.

Objective: Support local businesses and community events:

Policy: Encourage and plan special events that create a sense of community and attract visitors. These include carnivals, farmers markets, and other events.

Policy: Actively promote the Community Recreation Center, consider a sign that faces Church Street

ACTION STEPS

Specific implementation actions are listed in **Chapter 7**.



City of Eudora Economic Development Plan

Chapter Seven

Implementation





City of Eudora Economic Development Plan

Implementation

INTRODUCTION

This section provides the tools and steps to implement the guidelines, recommendations and actions outlined within the Plan, and assigns responsibilities for implementation. This happens through private development applications, public investments and improvements, partnerships serving as community catalysts to organize citizens and private funds, and local businesses starting, growing and changing. These tools include, but are not limited to the following:

- zoning,
- subdivision regulations,
- design guidelines,
- public infrastructure extension and improvement policies,
- impact assessments,
- site design, and
- capital improvement programming.

IMPLEMENTATION MATRIX

The following action steps and the framework identified throughout the Plan should be used to prioritize improvement plans and requests for funding, such as through the City's Capital Improvement Program and other local, state, and federal funding sources.

The work plan for implementation is summarized in the following matrix elements:

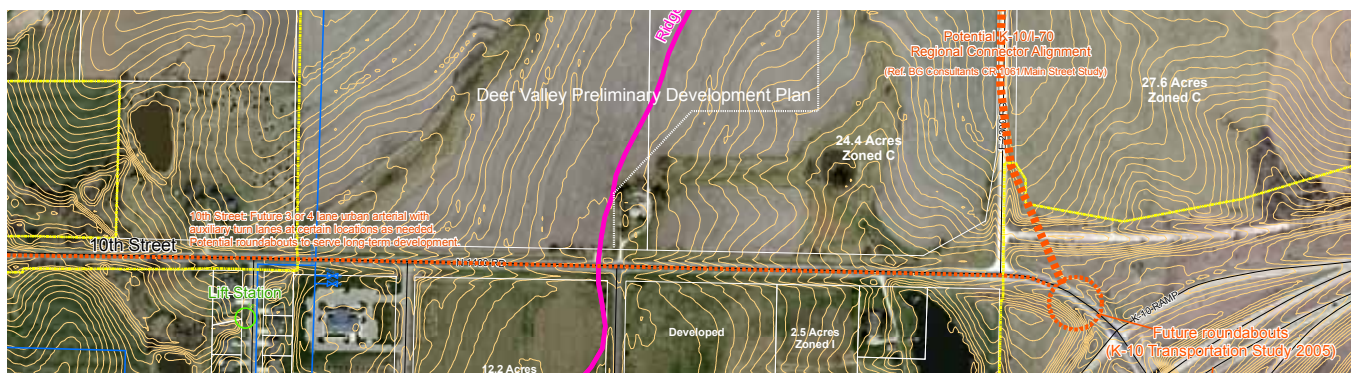
- **Action Steps** – First steps in implementing Plan recommendations.

- **Implementation Responsibilities** – Lead organizations and partners responsible for initiation, oversight, and monitoring.

Responsibility: ■ Primary □ Secondary

Typically the City of Eudora will serve as the primary party responsible for initiating and implementing action steps. However it is often necessary for other partners to be actively involved in the implementation process and, in some cases, serve as the primary lead for implementation efforts. Partners typically involved in the implementation process may include:

- City: Various city departments, boards, and commissions.
 - Eudora Chamber of Commerce.
 - Eudora School District.
 - Agencies: Federal, state, and county departments and agencies.
 - Private Sector: Developers and land owners.
 - Other: Oversight Committee, citizens, neighborhood organizations, business owners, and other community organizations.
- **Time Frame** – A general period of time during which specific actions should occur is expressed in the following terms:
 - Short-term, 1 to 2 years
 - Long-Term, 2 to 3 years
 - Ongoing



The "Action Steps" listed below are the specific programs, policies, and projects that the City should initiate to implement the goals and objectives of the Plan, as identified by the site analysis process.

ACTION STEPS	IMPLEMENTATION RESPONSIBILITY						TIME FRAME		
	City	Active Partners					Short Term (1-2 years)	Long Term (2-3 years)	Ongoing
DOWNTOWN EUDORA		Eudora Chamber	School District	Agencies	Private Sector	Other			
Establish a downtown Business Improvement District, Neighborhood Revitalization District, or enterprise zone in the downtown area to help offset investment costs and/or assess fees for common purposes.	■	■			■	■	✓		
Conduct building inspections of downtown buildings to determine the costs of re-use and redevelopment.	■						✓		
Facilitate the development of new school district offices (possibly combined with other uses) at the old high school site at 10th and Main.	□		■			□	✓		
Conduct a traffic study at 10th and Main to determine the need for traffic lights or other improvements.	■			□			✓		
Install wayfinding signage throughout Eudora to help visitors find downtown.	■			■				✓	
Initiate Phase II downtown streetscape improvements, extending sidewalks, lighting, and other amenities to 10th Street.	■			□				✓	
Install gateway improvements at the north end of downtown.	■			□				✓	
Install gateway improvements at 10th & Main.	■		■	□				✓	
Develop plans for streetscape improvements that extend into adjacent neighborhoods, connecting the downtown with residential areas.	■							✓	
Identify opportunities for higher-density residential development when the opportunity arises.	■				■				✓
As underutilized residential land becomes available, promote the conversion to commercial or higher-density residential uses.	■				□				✓

ACTION STEPS	IMPLEMENTATION RESPONSIBILITY						TIME FRAME		
	City	Active Partners					Short Term (1-2 years)	Long Term (2-3 years)	Ongoing
NOTTINGHAM AREA		Eudora Chamber	School District	Agencies	Private Sector	Other			
Develop design guidelines for development of the Nottingham and Laws Field sites.	■	□	■	□	□		✓		
Establish an agreement with KDOT to use right-of-way at 15th and Church for a carpool parking lot.	■			■			✓		
Plan for the expansion of the Eudora Recreation Center; provide an attractive facade on Church Street.	■		□			□	✓		
Construct sidewalks on 14th, 15th Elm, and Church streets, coordinated with the future development of the Nottingham and Laws Field sites.	■		■	□	□		✓		
Conduct a traffic study at 14th and Church to determine the need for traffic lights or other improvements.	■			■			✓		
Coordinate with Johnson County Transit on future bus service along K-10.	■			■				✓	✓
Improve access to businesses on the east side of Church Street.	■			■				✓	
Work with the Eudora School District to connect 15th Street through the Nottingham property.	■		■					✓	✓
Install attractive gateway features and “welcome” signage at K-10 and Church Street.	■	□		□				✓	
Extend and improve the trail on the east side of Church Street; connect to Nottingham site and to a future K-10 park-and-ride lot.	■			□	□	□			✓

ACTION STEPS	IMPLEMENTATION RESPONSIBILITY						TIME FRAME		
	City	Active Partners					Short Term (1-2 years)	Long Term (2-3 years)	Ongoing
EAST 10TH STREET CORRIDOR		Eudora Chamber	School District	Agencies	Private Sector	Other			
Initiate a rezoning of land along 10th Street to accommodate retail-commercial development.	■				□		✓		
Coordinate with regional and state partners to support an alignment of the I-70/K-10 connector route near east Eudora.	■	■		■	□	□	✓		✓
Construct 10th Street improvements as recommended by the 10th Street Corridor Study.	■		□	■			✓		
Design and construct 7th Street as an east-west collector street.	■			■				✓	
Design and construct gateway improvements at 10th Street and E. 2300 Road, in coordination with 10th Street and K-10 improvements.	■	□		□				✓	

ACTION STEPS	IMPLEMENTATION RESPONSIBILITY						TIME FRAME		
	City	Active Partners					Short Term (1-2 years)	Long Term (2-3 years)	Ongoing
MARKETING & DEVELOPMENT		Eudora Chamber	School District	Agencies	Private Sector	Other			
Provide matching funds for a Chamber of Commerce professional position.	<input type="checkbox"/>	<input checked="" type="checkbox"/>		<input type="checkbox"/>		<input type="checkbox"/>	✓		✓
Upgrade the city's website and the Chamber of Commerce website to include economic development information.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>					✓		✓
Conduct meetings with interested businesses and organizations to identify needs and to highlight Eudora's opportunities.	<input type="checkbox"/>	<input checked="" type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	✓		✓
Complete the Comprehensive Plan Update, based on the recommendations of this plan and of previous public involvement efforts.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	✓		
Conduct direct marketing to contacts provided as a part of this plan.	<input type="checkbox"/>	<input checked="" type="checkbox"/>			<input type="checkbox"/>		✓		
Initiate a "Shop Eudora" media campaign to encourage shopping at local businesses.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	✓		
Develop a "Eudora Brand," utilizing community input.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	✓		
Distribute copies of the Executive Summary of this plan to the development community throughout the area.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	✓		
Initiate a 1/4-cent sales tax increase to fund economic development efforts throughout the community.	<input checked="" type="checkbox"/>	<input type="checkbox"/>						✓	
Work with the Lawrence/Douglas County Metropolitan Planning Organization (MPO) to include Eudora transportation needs in the long-range transportation planning process.	<input checked="" type="checkbox"/>			<input checked="" type="checkbox"/>					✓
Review the Action Steps of this plan every year to assess implementation progress.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>						✓

PARTNERSHIP OPPORTUNITIES

A variety of local and regional organizations provide economic development information and assistance to communities and businesses. Local partnerships with the business community and other organizations is an important component of implementing the Economic Development Plan.

STATE

Kansas Department of Commerce: Assists businesses and communities in economic development through a variety of business retention and expansion programs and financial incentive programs.

Kansas Economic Development Alliance: An economic development organization that provides programming to enhance professional skills and assists organizations with presenting information to legislative bodies.

Kansas Technology Enterprise Corporation: A state public/private partnership that promotes technology-based economic development.

REGIONAL

K-10 Association: A non-profit corporation with members from the public and private sector that supports and promotes the orderly development of the K-10 corridor.

Lawrence Regional Technology Center: a high-tech business incubator that help entrepreneurs build successful businesses in Kansas by providing guidance and business assistance services.

Kansas City Area Development Council: A private, non-profit organization that represents the economic interests of the 18-county Greater Kansas City area.

University of Kansas Small Business Development Center: Provides low-cost training seminars and one-to-one counseling services to promote and assist business growth in Kansas.

Lawrence Chamber of Commerce: promotes and enhances the economic vitality of Lawrence and Douglas County, including the Eudora area.

Wakarusa Valley Development: a non-profit organization that partners with the U.S. Small Business Administration to provide long-term fixed-rate financing to small businesses.

LOCAL

Eudora School District (USD 491): The school district that covers the Eudora area will be an important partner in implementing many of the Plan's recommendations. The quality of education and facilities in the district play a critical role in attracting residents and businesses.

Eudora Chamber of Commerce: the local business organization promotes and implements economic development in the community, organizes EudoraFest, and supports many other community events and programs. As a representative of the business community, working closely with the chamber will be necessary to implementing the Plan.

Eudora Public Library: An important institution in the downtown area, the City should work with the library to ensure that it is able to remain downtown in the future.

Local Business Owners: In addition to coordinating with the Chamber of Commerce, the City must work with individual business owner to implement programs and to receive important feedback on economic development initiatives.



Local partners—including the Eudora Chamber of Commerce and the Eudora School District—have been included throughout the planning process and are important participants in Plan implementation.

ECONOMIC DEVELOPMENT TOOLS AND PROGRAMS

There are a variety of tools and programs available to Kansas cities, both through statutory authority and through programs administered by the Kansas Department of Commerce. The following list briefly describes the programs and possible financial tools that may be able to assist Eudora in accomplishing its economic development goals.

The options summarized in this section merely represent a list of possible financing tools. In addition, grants involve a highly competitive process and some of the options listed below may not be appropriate for specific projects in Eudora. The strategies ultimately selected may only include several of these options.

ECONOMIC DEVELOPMENT TOOLS FOR KANSAS CITIES

Neighborhood Revitalization Act (KS 12-177, 114-120): encourages reinvestment in urban neighborhoods by providing tax rebates for property owners making considerable improvements to their property. Residential and commercial property owners are eligible for a tax rebate on the increment of the increase in property taxes based on the increased assessed valuation after improvement. Prior to designating an area for revitalization, the municipality must adopt a neighborhood revitalization plan for the designated area.

Tax Increment Financing (TIF): a unique method for providing financial assistance to developers intending to rehabilitate or redevelop deteriorating areas. The program allows for the increment in sales taxes and property taxes to go towards paying off costs incurred for the project. The tax increment can be used for site acquisition, relocation, site preparation, parking facilities, and public improvements.

Transportation Development Districts (K.S.A. 12-17,140 et. seq.) any municipality may impose a sales tax on goods and services, within a transportation development district for purposes of financing a project in such district in any increment of .10% or .25% not to exceed 1% and pledging the revenue received therefrom to pay the bonds issued for the project.

Downtown Redevelopment Act (KSA 12-17, 121 et seq.): encourages the rehabilitation and use of real property located in downtown areas that have become vacant or minimally utilized, by authorizing cities to rebate property tax increments to properties which have undergone approved improvements. The tax increment generated by the improvement shall be credited to the taxpayer in the form of a rebate of 100% each year in years one through five, 80% in year six, 60% in year seven, 40% in year eight and 20% in year nine.

Community Improvement District Act: a municipality may impose a community improvement district sales tax for purposes of financing a project in such district in any increment of .10% or .25% not to exceed 2% and pledging the revenue received therefrom to pay the bonds issued for the project or to reimburse the cost of the project.

COMMUNITY DEVELOPMENT BLOCK GRANT

(Source: Kansas Department of Commerce)

The Community Development Block Grant (CDBG) program is administered by the Kansas Department of Commerce. To receive funds, a project must meet at least one of the following federally mandated criteria:

- Benefits low- and moderate-income individuals
- Removes or prevents slum or blight condition
- Eliminates an urgent need created by a disaster when local funds are unavailable

The following grants are available through the CDBG program:

Annual Competitive Grants:

- Community Improvement and Housing: water and sewer improvements, fire protection, bridges, community and senior centers, streets, architectural barrier removal, natural gas systems, electrical systems, and public service activities.
- Water and Sewer Grants: maximum award is \$500,000 with a funding ceiling of \$2,000 per beneficiary.
- Community Facilities: fire protection, bridges, community/senior centers, streets, architectural barrier removal, natural gas and electrical systems, health, mental health, and other public facilities projects. The maximum award is \$400,000 with a funding ceiling of \$2,000 per beneficiary.

KAN STEP (Kansas Small Towns Environment) Program

Grants: an ongoing, non-competitive, self-help program for communities to address water, sewer, and public building needs through greater initiative and with fewer dollars. Communities must demonstrate readiness, capacity, and documented cost savings.

Community Assistance Programs and Services (Source: Kansas Department of Commerce)

Community Capacity Building Grant Program: provides funds for collaborative community development planning activities in cities or counties with fewer than 50,000 residents.

Community Service Tax Credit Program: encourages contributions to private, nonprofit organizations for community services by providing income tax credits for businesses or individuals and privilege tax credits for financial institutions.

Individual Account Tax Credit Program: aimed at helping working families save for education and job training, a first-time home purchase, and/or the creation of a business.

Kansas Downtown Redevelopment Act: offers property tax relief to encourage entrepreneurs to locate their businesses and invest in central business districts and distressed neighborhoods.

Kansas Enterprise Facilitation: designed to harness the energy of local volunteers to cultivate a collaborative mentality toward business development.

Kansas Main Street Program: helps community volunteers revitalize their town or city's historic business district.

Kansas PRIDE: The goal of PRIDE is to maximize community and economic development efforts by encouraging all groups to coordinate and work collaboratively for community betterment.

BUSINESS DEVELOPMENT FINANCE AND

INCENTIVES (SOURCE: KANSAS DEPARTMENT OF COMMERCE)

Programs include job creation tax credits, investment tax credits, sales tax project exemptions and revolving loan funds for local infrastructure projects, as well as “forgivable” and interest-bearing loans for certain types of new and existing businesses.

Certified Development Companies: provides financial packaging services to small businesses using a variety of private and government sources.

High Performance Incentive Program: provides tax incentives to eligible employers that pay above-average wages and are committed to skills development for their workers.

Kansas Economic Opportunity Initiatives Fund: These funds are provided by the State Legislature to address unique opportunities or emergencies that may have substantial impact on the Kansas economy, such as major expansion of a Kansas business, potential location of a major employer in Kansas, or the closing of a major federal or state institution.

Kansas Enterprise Zone: The Kansas Enterprise Zone Program provides potential Kansas sales tax exemption and Kansas income/privilege tax credits to businesses creating new jobs in Kansas through major capital investment projects.

Kansas Partnership Fund: provides loans to Kansas cities for infrastructure improvements directly related to specific business projects creating new jobs and capital investment.

Private Activity Bonds: Private Activity Bonds are federally tax-exempt bonds that can lower financing costs for qualifying projects.

Sales Tax Revenue (STAR) Bonds: provide Kansas municipalities the opportunity to issue bonds to finance the development of major commercial, entertainment and tourism areas and use the sales tax revenue generated by the development to pay off the bonds.



City of Eudora Economic Development Plan



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Richard Caplan and Associates